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MANPOWER ADMINISTRATION

A CRITICAL LOOK AT CAREER GUIDANCE

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MANPOWER ADMINISTRATION

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"Former welders, metalsmiths, and mechanics were uncovered under layers of extraneous political opinions, tirades against the Welfare Department, the soullessness of thankless children, and health problems—real and imaginary."—Page 12

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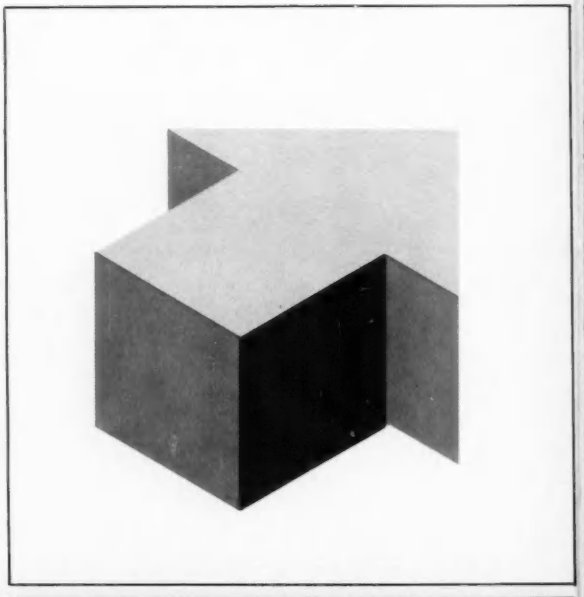

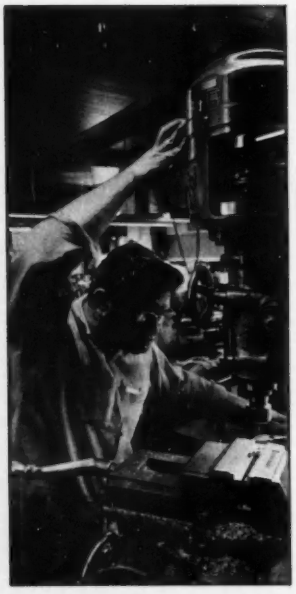

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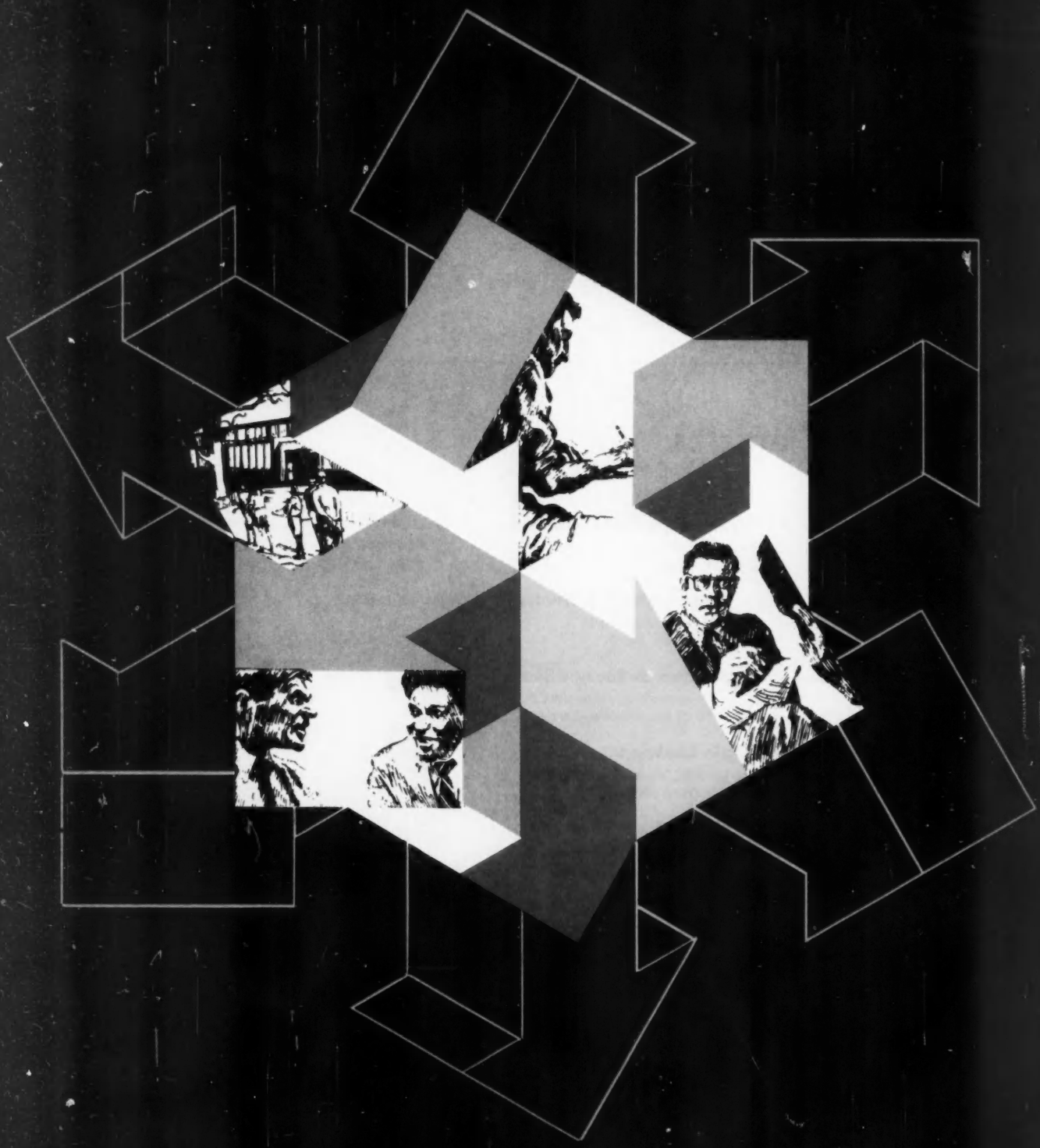

A CRITICAL LOOK AT CAREER GUIDANCE

by Eli Ginzberg

Guidance is a young profession, only a little more than 60 years old. During its brief existence it has undergone several major changes in orientation. It began by helping low-income youngsters—most of them were no more than 14 years old—to find jobs after they left school. That was in 1908. In the thirties, guidance attempted "to match men and jobs" by assessing the aptitudes of unemployed people in the light of skill requirements for specific jobs.

In the fifties, the profession adopted a psychological development approach. The whole person—his attitudes, feelings, and aspirations—became the center of concern. The guidance counselor, in effect, became a kind of therapist. No longer was his chief concern primarily a vocational one. The net effect of this change has been that today guidance has an exaggerated and unrealizable ambition: To add significantly to human happiness in what, for most clients, amounts to only a few hours of counseling.

A study of career guidance is a complex undertaking. Guidance is provided at thousands of sites and in many different kinds of settings. Its practitioners have widely varying educational backgrounds. The potential clientele is in all races and ethnic groups, income levels, parts of the country, age brackets, and stages of career development.

Most Counseling Done in Schools

In the recently completed 3-year study of guidance by the Conservation of Human Resources Project at Columbia University we set out to learn how guidance functions and how well it meets society's needs. The study covered the practitioners, the institutional frameworks in which they work, and the role of guidance in career decisionmaking. The researchers also made recommendations—to the profession and to the public—on ways to strengthen guidance and to expand its use by those whose needs for it are critical.

Today most guidance counseling takes place in junior and senior high schools. At these sites, counseling centers primarily on helping students make "life adjustments" and achieving emotional maturity. High school counselors, of course, also spend time helping seniors decide on a suitable college and fill out the necessary applications.

The great preoccupation of counselors with adolescents' emotional development is based on the assumption that what youth need most is help in clearing away some of the psychological underbrush which litters their pathways into the world. Do this, so the professional thinking goes, and youth will be freer to make their own choices.

Unfortunately, the paths of many youth have been narrowed or closed, starting at birth, by family and neighborhood poverty, minority status, poor schooling, and the like. Often the prime need of such persons is for substantive advice on jobs, skill training, 2-year-college programs with direct links to occupations, and other information and services with strong vocational input that will help them find ways to make a living. Guidance counselors might broaden the options of these young people if counseling were better oriented to their needs.

Those who can best afford self-exploration—the middle class and the rich—already have the largest number of options. Even so, the assumption that guidance significantly enhances their prospects for a satisfying life is open to challenge. A suburban high school student, who generally has the greatest access to guidance services, sees a counselor on the average of two to four times a year for less than 20 minutes at each session in his 6 years of junior and senior high school. At the beginning of the 1970's the national ratio of counselors to students was in the neighborhood of 1 to 550. It would be astonishing if the amount of counseling available to each student could significantly change his life.

What seems to occur is that persons with higher incomes have more opportunity than the poor to make mistakes and recover from them in their career planning. Youth in higher income families, for example, can stay in school for longer periods and can achieve a satisfactory resolution of their career problems by revising their plans—several times, if necessary—if they become dissatisfied with their initial choices. They learn about themselves, their strengths, interests, values, potentialities, and limitations as related to the world of work in a dynamic process which starts at birth and stretches over a long period and has inputs from family, friends, peers, the communications media, and society at large. Obviously, this process of exploration is foreshortened among disadvantaged youth who must settle early on a way to support themselves and their families.

But even if school counselors did try to offer more vocational information than they now do, they are poorly prepared for this role by training and experience. Most are former teachers because entrance into school counseling requires a teaching license in most States. This pattern has no counterpart in any other professional field, with the possible exception of public health, where the leadership — but only the leadership — is

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Dr. Ginzberg is chairman of the National Manpower Advisory Committee and author of CAREER GUIDANCE: WHO NEEDS IT, WHO PROVIDES IT, WHO CAN IMPROVE IT, recently published by McGraw-Hill. The book is based on a study made by the Conservation of Human Resources Project at Columbia University, which Dr. Ginzberg directs, under a grant from the Rockefeller Brothers Fund.

drawn from among medical school graduates. In addition, most high school counselors acquire a certificate or master's degree through part-time graduate programs which have a heavy dose of didactic instruction in psychology and very little instruction on occupations and skills.

To be sure, even if counselors were able to offer extensive vocational assistance, there would still be little they could do for large numbers of young people passing through an educational system which fails to teach them essential skills and prepare them for work. Correcting this situation requires basic institutional realignments of priorities and resources. Counseling alone —either in or out of the school system—cannot make up for educational skill deficiencies.

Needed Information on Jobs Lacking

Nevertheless, the profession should be doing a better job than it is doing of helping young people make the important and often difficult school-to-work transition. What is now often perfunctorily done in this area is to distribute printed information on various careers, most of which has not been prepared specifically for students—and often is not read by them. These materials seldom tell the student what he wants or needs to know about jobs in his neighborhood—how to get them, how much they pay, or what the future looks like.

Other occupational information counselors use also is seriously deficient. Materials such as the OCCUPATIONAL OUTLOOK HANDBOOK, for example, are unsuited to the needs of high school dropouts or high school graduates who are ready to enter the labor force. The materials also have limited use for students continuing their education or training. Among their shortcomings are that they tend to be too general in describing the nature of specific jobs, the alternative paths into jobs, the probable limits of advancement in each field, and linkages between occupations. Moreover, the employment and wage data are given in national aggregates rather than in detail on regional and local labor markets.

Generally, the guidance profession also places disproportionate stress on tests and other instruments such as interest inventories in helping individuals learn about their aptitudes, interests, and values, and the relationships of these factors to different occupational fields.

Recently, there have been experimental efforts in schools to computerize information for career decisionmaking. At best, these efforts are premature and of questionable value. The cost of computer installations can be justified only if they are in constant use and are fed data which are being updated constantly, as in the employment service job banks. At worst, the computerization of information for career decisionmaking focuses attention on gadgetry and deflects the attention of the guidance profession away from recognizing a task which needs badly to be done—deepening understanding of the process of making choices and improving the overall quality of information on which career judgments are based.

There are an estimated 60,000 persons in the United States who work as guidance counselors. Perhaps as many as two-thirds of them are employed in secondary schools. Next in importance are vocational rehabilitation agencies and the Federal-State employment service. A small number of counselors work in elementary schools, colleges and universities, community service or profit-making organizations, or are self-employed.

These logistics of the profession reflect an inadequate allocation of guidance resources available to serve large numbers of persons who have serious career problems, including members of minority groups; young, out-of-school adults; returning veterans; mature women reentering the labor force; mature men seeking to change jobs or careers; and older persons who face hard choices as they approach retirement.

Guidance counselors located in vocational rehabilitation agencies and the employment service come from a wider variety of occupational backgrounds than school counselors. Some began their careers in industry, social work, or teaching, while others took a counseling job immediately after college. A significant number worked first in some other capacity for their employer before taking training and a job as a guidance counselor.

The educational backgrounds of these rehabilitation agency and employment service counselors range from doctorates in clinical psychology followed by a year's internship to less than the college degree.

According to a 1968 Manpower Administration survey, nearly a quarter of some 4,400 employment service counselors who were spending at least half their time in counseling activities had a master's degree or its equivalent, and nearly 2,600 were more than halfway toward earning this degree. Only 9 percent were not college graduates.

Of course, not all counselor training takes place while the candidate studies for a degree. In every occupation, skills grow on the job. As the old saw has it, experience is a great teacher. Counselors can grow in expertise and understanding as they work with the complex problems of their clients. An important consideration in this growth is the quality of professional supervision counselors get. Is the counselor also able to learn from highly trained and experienced colleagues in his own field? This learning environment is probably more characteristic of guidance and professional counseling in the Veterans Administration and in well-run community agencies which have strong supervision than it is in the typical school or employment service setting where counselors often are supervised by nonguidance personnel.

Low Employment Service Pay Cited

Of the three major guidance groups—school, vocational rehabilitation, and the employment service—the last group is the lowest paid. Few employment service counselors earn more than $10,000—most earn $6,000-$8,000.

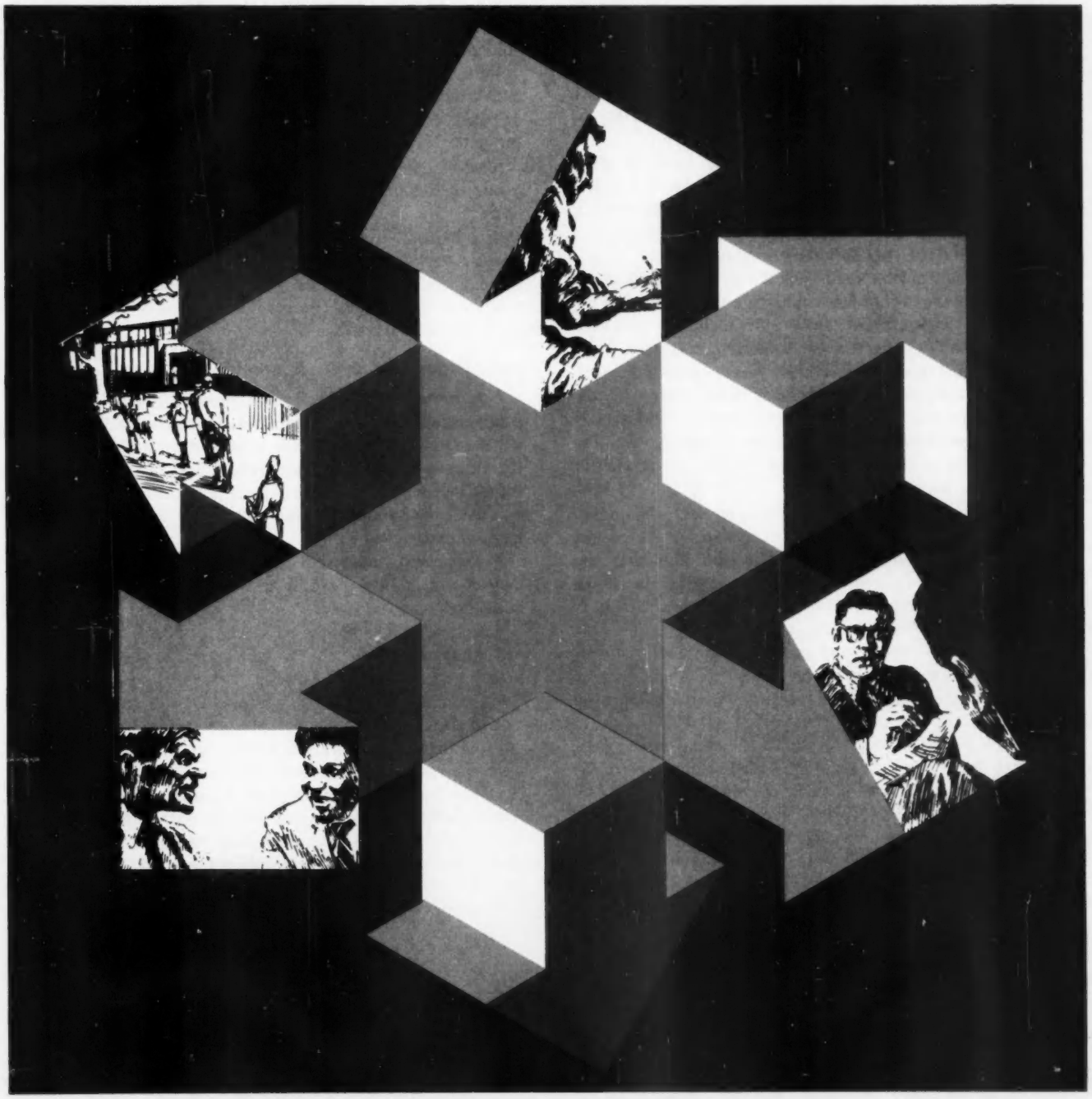
Looking at guidance generally, Conservation of Human Resources Project researchers concluded that it is deficient in standards which mark other professions. Usually the hallmarks of a profession are: Strong educational and training institutions which both instruct and indoctrinate future practitioners with values and goals; professional responsibility for determining the shape and direction of work, subject to peer judgments and control; and career opportunities which attract and hold able people in the profession. In the guidance profession these hallmarks are the exception, not the rule.

In higher education, most guidance departments are located

in schools of education or are closely allied with them. Faculty and courses are frequently borrowed from other departments and adjusted, often with some difficulty, to guidance department interests. Many students attend classes part time and earn a living the rest of the time, which makes it difficult for them to become fully engaged in their studies. In training, there is over-reliance on classroom work to the neglect of field work. These are only a few of the problems at the education and training level.

On the job, most guidance personnel have their work cut out for them not by themselves but by others. They are far more subject to the administrative exigencies of the school or agency for which they work than they are to professional goals and guidelines. As for career opportunities, there are few rungs on the guidance ladder above counselor. For most persons in guidance there is no place to advance unless they leave the field.

But although the guidance profession has some inherent



weaknesses, it also has the potentiality for providing important services which are sorely needed by many persons. The Conservation of Human Resources Project has made a number of proposals based upon its study directed at helping the profession realize its full potential for service. These recommendations are in two categories—some to the profession itself and some to the public which, after all, controls by its attitudes and actions the kinds of demands made and support given to the guidance field.

The profession should take the following steps:

• Abandon psychotherapeutic focus and concentrate, as in the beginning, on educational and career guidance. In the employment service and at other sites where practical career guidance is emphasized, it is clear that the profession can perform a vital function for the unemployed, minorities, veterans, and others whose patterns of employment have been erratic or nonexistent.

• Firmly link counseling services to other kinds of client support. Unless the counselor can deliver concrete help to students with inferior educational preparation, for example, he might as well forego counseling. Students who need remedial education, help in entering a training program, and help in getting a job are likely to look upon general advice as worthless.

Among the many lessons learned in the administration of the Manpower Development and Training Act is the fact that some clients, particularly among the disadvantaged, may need intensive, wide-ranging supportive services. These may include orientation to work, day care, transportation, skill training, job development, referral to jobs, and even some assistance with medical and other problems in the initial stages of employment. The counselor can be an effective link between these services in the community and his client.

• Make major reforms in the education and training of guidance counselors. These should include emphasis on the world of work and pathways into it, stress on mobilizing and using all available community resources for helping clients, and supervised field work to improve student-counselors' ability to listen to and interact with their future clients.

• Work to change the almost universal regulation that only teachers can become certified school counselors and thereby widen the funnel through which recruits into counseling must pass.

• Expand guidance resources for both young and mature adults, who are at a critical period in their lives, and retard the slow but steady trend toward bringing guidance services into the elementary school. Properly trained guidance counselors primarily concerned with career development have little to contribute to young children. Moreover, school psychologists and other pupil personnel specialists are increasingly available and they are better able than guidance counselors to deal with the needs of elementary pupils.

To improve career guidance, the public should take these steps:

• Recognize that guidance can make a contribution to improved career decisionmaking and work adjustment for many persons, but that it cannot compensate for basic inadequacies which often exist in our educational or other preparatory and employing institutions.

• Take the initiative—as businessmen, union members, and the like—in forming relationships with schools which will provide youth with broadened opportunities for work exposure and experience and the school system with advisory services.

• Become involved, through such organizations as parent-teachers' associations, in the direction, scope, and emphasis of school guidance services.

There is a third sector—Federal, State, and local governments—which must also become more concerned with career guidance. Governments' budgetary functions give them extensive control over the directions and scale of guidance services as well as the quality of information which is available to guidance counselors.

Better occupational information, for example, is needed to help counselors provide guidance which is realistic and work oriented. Governments should give increased attention to coordinating occupational data gathered by various agencies, to presenting this data in more usable forms, and to the ways and means of adapting such information to local and regional situations.

Another body of information which should be gathered and kept up to date covers all financial aid available for study or training and the conditions governing its allocation. This information is particularly important for young people outside the main academic stream.

Links Urged With Other Agencies

Government at all levels and private foundations should make more research funds available for studies of the world of work and of career development so that we better understand the various factors, both institutional and personal, that contribute to career decisions and career success.

The Conservation of Human Resources Project also recommended that:

• The employment service, working in closer liaison with the schools, provide improved transitional services for terminal high school students.

• Better linkages be formed at State and local levels between the employment service and other manpower-related agencies in the interests of clients.

• Foundation support be given to setting up a model for guidance services for older workers approaching retirement.

More than ever before, our society needs strong career guidance services. We are concerned that there be equal opportunity in employment and open pathways to employment, and we are no longer willing to leave such matters only to the vagaries of birth and chance. At the same time, there are changing requirements in industrial jobs, altered market conditions for professional manpower, the development of paraprofessional occupations, and many other labor market trends which make occupational selection more difficult than ever. Clearly, we greatly need quality career guidance.

We are now at a crossroads with much experience behind us and a good view of the alternatives ahead. With the cooperative efforts of the profession, a concerned public, and government agencies, we can use what we have learned to strengthen career guidance so that it can provide more and better services to a public that needs and wants them. □

Senior Aides: Fighting Stereotypes

by Emil Michael Aun

Older Workers Prove Their Worth on Public and Private Payrolls

Goethe, Gladstone, Pearl Buck, Bernard Shaw, Picasso, Maugham, Churchhill, Jefferson, John Adams, Herbert Hoover.

All were—or are—alive and productive past 75.

But ordinary men and women, without the immense talent and reputation of these world figures, begin to have serious difficulties in their sixties and even earlier. Their incomes sag, jobs are hard to find, many are compelled to retire. They slip out of the main channels of American life into a twilight characterized too often by poverty, mounting health problems, and a sense of futility.

But it need not be so. Many older people are bursting with health and energy. "They want to be involved in life in a meaningful manner," says Arthur S. Flemming, chairman of the recent White House Conference on the Aging, and former Secretary of Health, Education, and Welfare. "They want to be part of the mainstream."

Esther Test, in her early seventies herself, is helping hundreds of her aging fellow citizens in Cleveland do just that. "My doctor says people shouldn't retire," Miss Test said. "Everybody can do some kind of work. Older people should be used for what they know."

Mr. Aun is associate editor of MANPOWER.

Miss Test is the Cleveland director for the Senior Community Service Aides Project sponsored by the American Association of Retired Persons-National Retired Teachers Association (AARP-NRTA). The AARP-NRTA is one of several organizations carrying out this effort nationally with money from the U.S. Department of Labor's Manpower Administration under its Operation Mainstream Program.

Senior Aides, which started in June 1968, enrolls poverty-level men and women at least 55 years of age, chronically unemployed or underemployed. They are placed in 20-hour-a-week jobs in public or private nonprofit agencies. Their salaries, normally $1.60 to $2 an hour, are paid from Federal funds. Through fiscal 1971, the Senior Aides Program provided work and training in 37 communities for 4,269 men and women at a cost of $12.2 million. Some 2,200 persons are currently enrolled in the project and Federal funding this fiscal year will amount to $6.2 million. (These figures do not include the Green Thumb-Green Light

Senior Aides *continued*

Former Senior Aide Arnold Gravenhorst digs into the foreign mail at the McCall Pattern Company in Manhattan, Kans. He beat out more than 40 younger candidates for the job because of his financial background and his mastery of foreign languages.

Demonstrating how to throw a forward pass is only a small part of Raphael Caraway's duties at the San Antonio Juvenile Detention Center. Caraway, 67, helps in rehabilitating youngsters at the center by serving as a recreation supervisor, classroom assistant, tutor, and temporary foster parent.

Mary J. Wilson, 67, serves young and old alike as a public health aide at the rural DeKalb County Health Center near Atlanta. Though paid only for 4 hours, she voluntarily devotes many evenings and weekends to checking the elderly for diabetes and other ailments, and examining children for pinworms, impetigo, and fever. At right is Viola Patterson, a teacher at the Health Center.

Teacher Aide Dorothy Meslia uses phonograph records to teach long and short vowels to 9-year-old Angelo Piccinich at St. Francis School in Hoboken, N.J. Angelo is a recent immigrant from Italy.

Program, operated by the National Farmers Union, which also has Senior Aides to serve the elderly poor in rural areas.)

Working usually for local government agencies, particularly in health and welfare, Senior Aides do outreach and referral work for the poor, visit the aged and infirm, help the elderly get medical, food, and welfare benefits, and find jobs for elderly people. Others hold such jobs as teacher aides, hospital aides, and library aides.

The program gives older persons income they need while helping to instill in them a feeling of worth and usefulness. It also helps communities to provide services, particularly for low-income persons, that otherwise would not be available. After a time many Senior Aides move out of the program and into regular full-time or part-time jobs.

Miss Test's strong suit has been job development, not only for her own enrollees but also for other elderly people in Cleveland.

Most Work 20 Hours a Week

In the first 2 years after her project opened in September 1969 she enrolled 129 men and women and put them to work in 30 local agencies. She has moved 34 of them off the Federal payroll into regular jobs. In addition, she has placed nearly 200 other older people, 55 to 75 years old, who were never enrolled in her program, in a variety of jobs, mostly in the private sector. Usually they work 20 hours a week and their pay ranges from the minimum wage to $3.50 an hour. These dollars are welcome supplements to the average enrollee struggling to survive on a $100-$125 monthly social security check.

"We find there are many part-time jobs ideally suited to older people," Miss Test said. "A number of our placements have been women selling over the counter for bakeries in Cleveland. Small companies that make eye glasses or dentures need delivery services to doctors and dentists and we've placed many here. And security guards. There are a lot of openings for them, particularly in parking lots."

Miss Test, in some ways, is typical of Senior Aides project directors around the Nation. Like most of them she is a former social worker. She was also a teacher for 26 years at the Case Western Reserve School of Social Work. Her staff of five includes four enrollees working 20 hours a week. She and her secretary work full time.

Few projects, however, can match her job placement record. Miss Test was a novice in finding jobs for others but she had the good fortune early in the game to receive a call from Earl L. Heaton, now 74, a skilled employment professional who was then in need of a job.

Heaton had more than 30 years of experience with the State employment service, with the Veterans Administration where he helped establish training courses and place veterans in business and industry, and in his own private employment service. Struck down by a virus illness, he retired in 1968 and had been out of work for about a year when he heard about the new Senior Aide project and called Miss Test. She recognized that Heaton's experience could be indispensable; her project's guidelines in those days stressed outside job placement and enrollees were limited to 40 weeks in the program.

"At first he went out personally to visit business and industry to find jobs both for our enrollees and for other older people who come in looking for work," Miss Test said. "But the virus left him with a heart condition and he asked if he couldn't work by phone. He knows a lot of people from all those years in employment work, so of course he can get the job done without a personal visit to employers."

Heaton also has proved an able counselor for elderly jobseekers. Drawing on his years of experience, he interviews older people and tells them how to present themselves in the best light when seeking a job. He and a part-time assistant have counseled 70 people in addition to the hundreds they have placed. Most of his placements have been with small employers, a story common to Senior Aides projects throughout the U.S.

An evaluation of the Senior Aides Program completed last May by Kirschner Associates, a national research and consulting firm, reported:

"Finding unsubsidized employment for elderly people has been an ambitious, if not unattainable, goal. It has been necessary to fight prejudice and unfavorable stereotypes about employing older workers. In addition, large private business

firms, labor unions, and public and private agencies regulate against hiring older workers or part-time employees. Employers who hire them find insurance premiums and the costs of other fringe benefits increase. Thus, most large employers avoid hiring them and they perceive no real need to do so, especially when unemployment rates of younger workers are relatively high as they are currently."

The report noted that the placement record has been "somewhat more encouraging" in the public sector and in private, nonprofit agencies than in large businesses. And it called small business a fertile field.

Positive Attributes Listed

"Project staff and employers have found that the older workers have many attributes that fit in well with the needs of small employers, such as their experience, stability, dependability, as well as their willingness to work part time for a modest wage," the report said. "There is reason to believe . . . that there are countless potential jobs in small private businesses and professional firms that could be held by older workers. In all cases reported, using these workers has proven to be of advantage to the employer. Furthermore, the small employer is not always encumbered by rigid hiring policies and union regulations, although the cost of fringe benefits, if he provides any, may rise with the age of employees."

Ironically, one of the best placements ever made out of the Senior Aides program involved a very large firm, a $1 billion conglomerate. Its Manhattan, Kans., subsidiary, the McCall Pattern Company, last year needed someone to handle overseas accounts (the company does business in 80 countries).

"We had 40 to 50 applications and interviewed candidates from Tulsa, Dallas, Kansas City, and a lot of other places," said Robert Summers, McCall employee relations director. The final selection was Arnold Gravenhorst, nearly 60, a Senior Aide.

Selecting Gravenhorst, who took up his new job in October, was no act of charity by the company. He was simply the best qualified man. Born in Argentina of German parents, he is fluent in French, German, Spanish, and Portuguese was well as English and has a good grasp of Italian and Latin. He also has a wide working knowledge of business, international finance, banking, and currency exchange.

Gravenhorst, who was stranded in Kansas City in 1970 when the engineering and manufacturing firm for which he handled South American customers went out of business, was sent by the Missouri State Employment Service to Gregory Lefever, Senior Aides project director in Kansas City. Lefever discovered that the privately endowed Linda Hall Science Library needed a man with a knowledge of European languages to handle mail and receive materials from overseas. He placed Gravenhorst there as a Senior Aide at $1.80 an hour, where he remained for several months until the McCall job turned up.

His present $12,000-a-year salary is more than he was earning with the firm that went out of business. "I'm practically retired and should be on the scrap heap and here I am in charge of the foreign department for credits, collections, and finances for a large firm," said Gravenhorst. And he sounds pretty optimistic about the future. "I'm not married, but I'm planning to, early in 1972," he said.

Gravenhorst's case is an exception, of course. Nobody connected with Senior Aides expects the program to turn up many jobs like this. The reality is that it is very hard to find any jobs for people over 65, the average age for enrollees and normally regarded as retirement age. Even the Federal Age Discrimination in Employment Act protects only people age 40 through 65. Of all Senior Aides contractors, AARP-NRTA has the best placement record, and so far it has managed to place only 242 out of its first 1,100 enrollees (plus 287 nonenrollee job placements).

"Older people are our greatest untapped natural resource and it's high time we used them," said William R. Hutton, executive director of the National Council of Senior Citizens. His organization has 3,000 affiliated chapters representing more than 3 million elderly people and helped pioneer the Senior Aides concept. It now sponsors projects in 20 communities employing 1,148 Senior Aides.

"We need a vast expansion of the use of older people," he said. "Communities across the land desperately need help in improving their community services, but they can't afford it. The best way to do so is to use the elderly. Older people who are wealthy could help as volunteers. But 5 million of the elderly are desperately poor and 2 million more are on the fringes of poverty. Large numbers of them could work part time and provide these services rather than go on welfare."

In community service work they would not compete with younger workers for jobs or interfere with the labor market, Hutton contends. They would enable communities to get vital social work done.

"We have a youth-oriented culture," Hutton said. The day of large, extended families is gone, he added, and the elderly more than ever need the dignity and therapy of useful work.

Hutton's view about the value of older workers is borne out by the Senior Aides' achievements to date. The oldtimers have demonstrated during the 3½-year life of the program that they are steady, enthusiastic workers and in many jobs can match or surpass younger people. The work they have been performing in Manpower Administration subsidized jobs has boosted their income and improved community services.

Bilingualism Proves Useful

In eastern Kentucky, Senior Aides repair homes for the elderly poor. In Los Angeles they help in legal assistance work with poverty families. In San Antonio they counsel on a one-to-one basis youthful first-time offenders at the Juvenile Detention Center. In Portland, Oreg., they act as Homemaker Aides for the old and ailing.

The Hoboken, N.J., project is a striking example of what the elderly and the community can do for each other. Twelve Senior Aides, a number of them bilingual, work 20 hours a week in three parochial and two public schools helping Hoboken children who can't speak English or who are handicapped or retarded.

Two Aides, Rose Lia, 70, and Dorothy Mealia, 66, are now in their third year at Hoboken's St. Francis Parochial School helping children of recent immigrants from Yugoslavia or Italy. For 4 hours a day, 5 days a week, the two women can be found in the school library working individually with these children. They teach them math, phonetic spelling, and reading until the youngsters become proficient enough in the language of their

adopted country to make the transition to the regular classroom.

"We find that some children need a one-to-one relationship very badly," said Sister Miriam, principal at St. Francis. "In a class of 40 to 45 students they can't get it. The personal interest of these women gives the child incentive to go on." She described the Senior Aides' relationship with the youngsters as "warm and beautiful."

Mrs. Lia and Mrs. Mealia sorely need the $40 they earn each week. Mrs. Mealia, a widow, has no other income whatsoever. Mrs. Lia and her elderly husband have a total income outside her job of $192 a month from social security.

Their financial plight is not unusual for the aged. The Department of Health, Education, and Welfare's Administration on Aging estimates that in 1970 the median income of families with heads 65 or over was $5,053—less than half of the $10,541 median for all other families. The situation was worse for individuals living alone. Those under 65 had median incomes of $4,616 in 1970 compared with only $1,951 for people past that age.

The Senior Aides project in the Bronx, N.Y., which started in July 1968, is designed to make the limited dollars available to the elderly go as far as possible. The project, which employs 67 Aides, is operated by the Bronx Foundation for Senior Citizens, a nonprofit social welfare agency, under a subcontract with the National Council on Aging (NCOA). (Unlike AARP-NRTA, which administers its Senior Aides program nationally, NCOA subcontracts its projects to local organizations.) The Foundation has established two storefront Human Service Centers, staffed entirely by Senior Aides except for the director, 32-year-old Fred Yeager.

These two centers are dedicated almost exclusively to the welfare of the aged. The Senior Aides, who include blacks, Jews, the Spanish-speaking, Chinese, and American Indians, have been trained to help other elderly people get every public benefit to which they are entitled. This includes social security, Medicare and Medicaid, welfare, food stamps, employment assistance, half-fare cards for the subway and busses, legal services, and nursing home care. "We act as advocates to get them through the maze of the bureaucracy," said Yeager.

Not all 67 of Yeager's enrollees work

Still vigorous and active at 90, Joseph Omar Wilson trains young adults for jobs in industry at a county workshop for the retarded in Cleveland. Here he teaches a young man mail work. Wilson, a former mechanical engineer, walked 5 miles to the workshop and back each day during a transit strike.

Youngsters at an Allegheny County, Pa., day care center get advice and encouragement on an arts and crafts project from James Gaston.

A hot noon meal is delivered to muscular dystrophy patient Sandy Malbone in his Jamestown, N.Y., home by Senior Aides Amos Hodges and Mary Reth.

at the two centers. Some are busy in other agencies serving the elderly around the city. Eighteen work for the New York City Housing Authority at four different housing projects, three of them in the Bronx and one in East Harlem. Bearing such titles as Community Aides, Casework Aides, and Home Health Aides, they serve older people living in public housing. Many of their clients are too sick or feeble to cook their own meals, to fill out forms for various assistance programs, or to get to the doctor or the drugstore on their own. The Senior Aides help them with these chores.

Some 15 aides work for the Social Security Administration, mainly in clerical and reception tasks. "It's a good job with dignity," said Yeager. "They certainly give superior service. It helps when an older person comes in to inquire about social security and is greeted by someone his own age, someone who is more sympathetic and understanding towards his problem. It's good for agencies dealing with the aged to have the aged working for them."

To help Aides stretch their limited earnings—$38 for 20 hours weekly—the Bronx Foundation has established a package of fringe benefits. The Aides are covered by workmen's compensation, and get nine paid holidays annually, 10 days of vacation, 6 days of sick leave, and certain counseling and health services.

Neighborhood Jobs Sought

Yeager tries to place every Aide in a job slot in his or her own neighborhood. This cuts down on transportation problems, and it virtually assures that blacks will work primarily with blacks, Spanish-Americans with Spanish-Americans, and so on with each ethnic or racial group. People can more quickly establish rapport with, and accept aid from, other people of similar backgrounds, he feels. Also, Yeager believes this gives the Aides status and prestige in their own neighborhoods. This status not only is good psychologically for the oldtimers but it enables them to get their work done more effectively. The elderly poor, Yeager says, trust the Aides, listen to them, and cooperate with them—and so do the various health and welfare agencies.

"Believe me, it's not make-work," said Yeager. "There are a million and a quarter people over 65 in New York City and a lot of them need help desperately. Our Senior Aides are gainfully employed and they provide vital services."

One of his most valued Senior Aides is an energetic 68-year-old widow, Mrs. Jessie Sauve, who says that she couldn't get by without the project. A former receptionist at Gimbel's, she hadn't held a job for 10 years until Yeager enrolled her in 1968.

"To tell the truth I had to come back to work," she said. "My social security is only $150 a month. When my husband died 6 years ago, I lost his pension, and 3 years after that my savings ran out. And here I am trying to help my grandson get through college."

The problem in New York, as she sees it, is bureaucracy. The city is so big that the health and welfare agencies cannot establish any kind of a personal relationship with their clients. They have to rely to an extreme degree on rules, regulations, and printed forms, and everything is further complicated by New York's vast foreign population. "We have a lot of people here that don't talk English, or read and write it either," she said. "They come from Russia, Poland, Italy, Puerto Rico. They can't understand all those forms. They're scared of making a mistake so they never get the paperwork done. We get those forms filled out and we take them by the hand down to welfare or the food stamp people and they don't give us the runaround. Since we're an organization we get more attention. We can reach the supervisors."

She tells with relish the story of an elderly lady who couldn't live on her social security—at the time less than $70 a month—but who couldn't get on welfare because she still had $150 in the bank. "They wanted her to give up the $150. But that money stood for something. It was the only security she had. I told her to buy some things she needed, like a bed and she did. She had $46 left, and they put her on welfare."

Mrs. Suave also tells how she and her colleagues "fought" to have a Medicaid representative stationed in the Bronx welfare office "so these poor people don't have to go to 34th Street in Manhattan."

That so many Senior Aides have the energy of Mrs. Sauve is a striking testimony to the potential value of older people to society. The mean age of Senior Aides nationwide is more than 66. Nearly two-thirds are 65 or older. On the average, they had been unemployed about 5 years when enrolled, and nearly half were actively seeking work when they entered the program. Although some have college degrees, the typical aide did not finish high school and one survey showed that nearly one-fourth had only an eighth grade education. At their last previous job, they earned an average of about $2 an hour, and they have an average income of less than $125 per month from sources other than program wages.

Confidence Restored

Because of the brushoffs and slights they have suffered, applicants can be troublesome when first recruited for Senior Aides. As one project official noted in a special report to the Manpower Administration in the early stages of the program:

"Patience and time were required to begin the restoration of confidence so vitally needed to get an older person out of the shell. In a great many cases the 3 hours (to hear and process an applicant) was only a steppingstone towards the job goal. . . .

"Once put at ease the elderly male applicant often tended to become garrulous. Much was told about personal and family affairs and too little about old trades and skills. . . . Former welders, metalsmiths, and mechanics were uncovered under layers of extraneous political opinions, tirades against the Welfare Department, the soullessness of thankless children, and health problems—real and imaginary. Long endured grief over a departed mate brought to light tales of hopeless loneliness instead of information on job skills."

The report further noted that many of the recruits needed baths, haircuts, shaves, hairdos, shoes, clothing, and dental work or eye glasses, before being put to work. The handicapped, former mental patients, alcoholics, and ex-convicts needed special help.

Yet despite such personal difficulties, plus the built-in prejudices against hiring older workers, Senior Aides have won what is perhaps the highest compliment employers can bestow. In the words of the Kirschner report, those who hire them "feel that they are 'getting their money's worth.' " □

Youth Corps Tutors Help Preschoolers Build on Lessons From Popular Television Show

by Phyllis E. Lehmann

Each day, Big Bird, Grouchy Oscar, who lives in the trash can, and a host of other characters on the popular television show, Sesame Street, teach 7 million youngsters such important basics as the alphabet, numbers 1 to 20, and "the people in your neighborhood."

But for some 10,000 young inner-city viewers last summer Sesame Street stayed alive after the hour-long program left the air. Big Bird, Oscar, and the others were replaced with real people from the children's neighborhoods—an enthusiastic corps of teachers who were still students themselves.

It was all part of a Manpower Administration project that employed more than 1,000 Neighborhood Youth Corps (NYC) enrollees in 13 cities and a migrant camp in Florida as tutors for disadvantaged preschoolers. Each weekday during July and August the young teachers assembled with individual groups of children to watch Sesame Street in community centers, recreation centers, libraries, day-care centers, storefronts, public housing projects, and private homes. Following each telecast reinforcement sessions were held based on that day's program. The NYC teenagers used games and lessons developed by the Children's Television Workshop, creator and producer of Sesame Street, as well as their own ingenuity to drill their young charges in letters of the alphabet, simple addition and subtraction, parts of the body, and such concepts as "round" and "square."

The tutors worked an average of 30 hours a week and were paid the minimum wage.

The project was first tested in New York City in the summer of 1970 when 240 NYC enrollees conducted teaching sessions based on Sesame Street for 1,500 children in the city's five boroughs. On the basis of that experiment, the project was extended last summer to 12 additional metropolitan areas — Baltimore, Boston, Chicago, Dallas, Detroit, Hampton (Va.), Jackson (Miss.), Los Angeles, New Orleans, Philadelphia, Oakland, and Washington—and to Homestead, Fla. The success of the summer programs has led to establishment of year-round Sesame Street projects employing NYC enrollees in about half of these cities, and to planning for year-round projects in the remaining cities. Similar programs are planned for such diverse groups as migrant workers in upper New York State, Indians in California, and the urban poor in Puerto Rico.

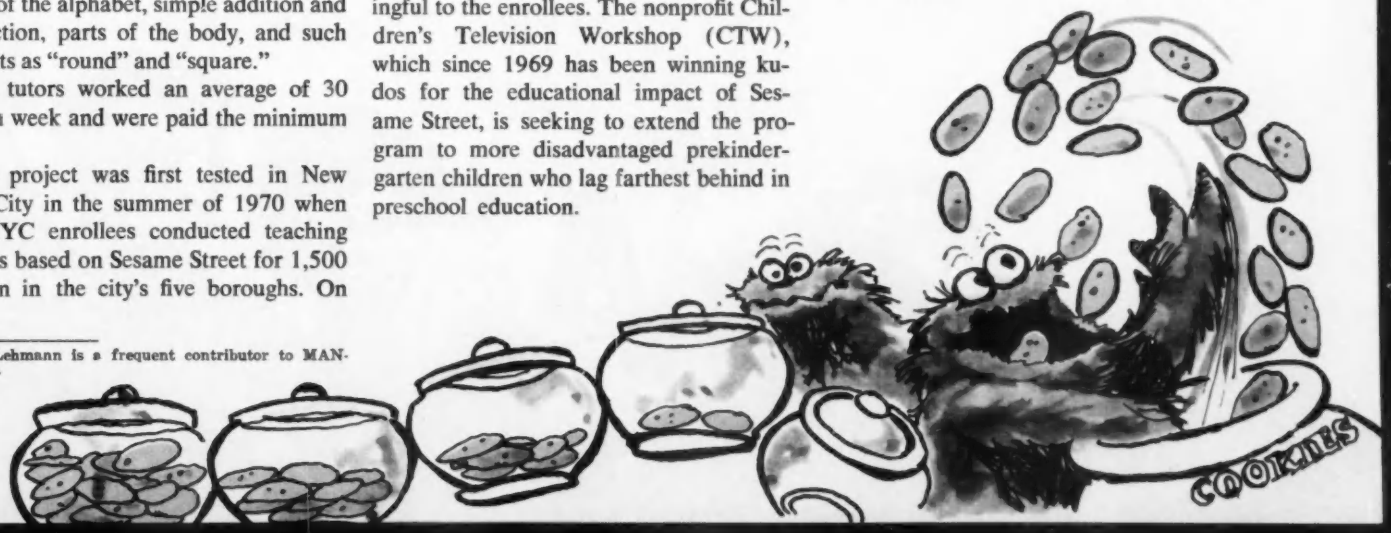
The tutoring project was launched partly in response to two problems among urban teenagers: A disastrous unemployment rate—as high as 40 percent among minority group youngsters—and a growing disillusionment with school and an educational system which many view as irrelevant. The NYC, established in 1964 under the Economic Opportunity Act to find work for in-school and out-of-school disadvantaged young people, attempts to place teenagers in summer jobs that are both useful to the community and meaningful to the enrollees. The nonprofit Children's Television Workshop (CTW), which since 1969 has been winning kudos for the educational impact of Sesame Street, is seeking to extend the program to more disadvantaged prekindergarten children who lag farthest behind in preschool education.

Already, in at least a dozen cities, CTW Field Services Coordinators are working with parents and neighborhood groups to establish viewing centers where youngsters can regularly see Sesame Street and receive followup tutoring. Evelyn Davis, vice president for community relations at CTW in New York, pointed out that the Workshop can promote viewing of Sesame Street best by working with other agencies, many of which have day-care programs but no education component. "It is difficult to recruit volunteers among the poor who are concerned with daily survival," she said. "Teenagers are young and active and enjoy working with little children in their own neighborhoods so they're a natural source of manpower for our viewing centers."

The NYC participants recruited for the summer program in each city were assigned by CTW coordinators to individual viewing centers. Through their contacts with community groups, the coordinators also recruited parents and other adult volunteers to help supervise at the viewing centers. In some areas, preschoolers entered the program through day-care centers in which they were already enrolled; in other areas, it was necessary to canvass the neighborhoods and inform parents of the program. The NYC tutors often were instrumental in bringing neighborhood children into the project.

Training and orientation procedures were similar in all areas. CTW training teams from New York visited each of the cities and conducted 1- to 5-day training sessions for the adult supervisory personnel. The supervisory staffs and local CTW coordinators in turn formed teams to train the teenagers.

Individual projects ranged in size from Los Angeles, where two separate pro-



Mrs. Lehmann is a frequent contributor to MANPOWER.

grams involved 140 NYC enrollees and more than 1,400 preschoolers in 45 viewing centers, to Jackson, where 18 NYC participants taught 99 children at four viewing centers. The projects were ethnically as well as geographically diverse. Los Angeles, for example, conducted separate programs to serve two different constituencies.

Language Problems Arise

The larger program, in which 120 teenagers worked with about 1,200 children in 40 centers, served mostly blacks in central Los Angeles. The smaller one—20 NYC tutors and 224 preschoolers in five viewing centers—focused on Chicanos in East Los Angeles, home to most of the city's 1 million Mexican Americans. The public schools have been largely unable to cope with the area's special education problems that arise from bilingualism. In the project center, language difficulties had to be considered constantly in the educational reinforcement activities.

Black, Chicano, and Indian NYC enrollees participated in the Dallas project, where training sessions included in-depth discussions of how the educational needs of these specific groups could be served.

The Homestead project reached one of the Nation's most forgotten groups—migrant workers. It was conducted at the South Dade Labor Camp, one of Florida's largest migrant camps, and enrolled the children of white, black, and Spanish-speaking laborers. These youngsters are unique, because while children in other cities may face discrimination within their educational systems, migrants are often excluded from local schools altogether.

Although the average age of the NYC tutors at Homestead was 15 or 16, most had only an eighth or ninth grade education, and for several, English was a difficult second language. Yet they impressed the project supervisors with the way in which they quickly assumed full responsibility for teaching the children and planning daily class activities. One girl proved so competent that when she unexpectedly found herself the sole support of six younger brothers and sisters she was hired on the full-time staff of the Redlands Christian Migrants Association, the social agency which was local sponsor of the summer project.

Because of the encouraging results last summer, CTW and the Manpower Administration hope the Homestead project will serve as a model for youth-tutoring-youth programs that can be duplicated in other areas with large migrant populations. The project at the South Dade Labor Camp has evolved into a year-round program in which NYC enrollees come to the center after school and conduct tutoring sessions for children until the parents return home from work.

Negotiations are under way for launching programs in other southern Florida labor camps. Also in the discussion stage are similar projects to serve migrants in the Rochester, N.Y. area, and migrants and Indians in southern Colorado. Currently, plans center on the use of Teacher Corps participants in the viewing centers, but it is hoped that NYC enrollees will be involved too.

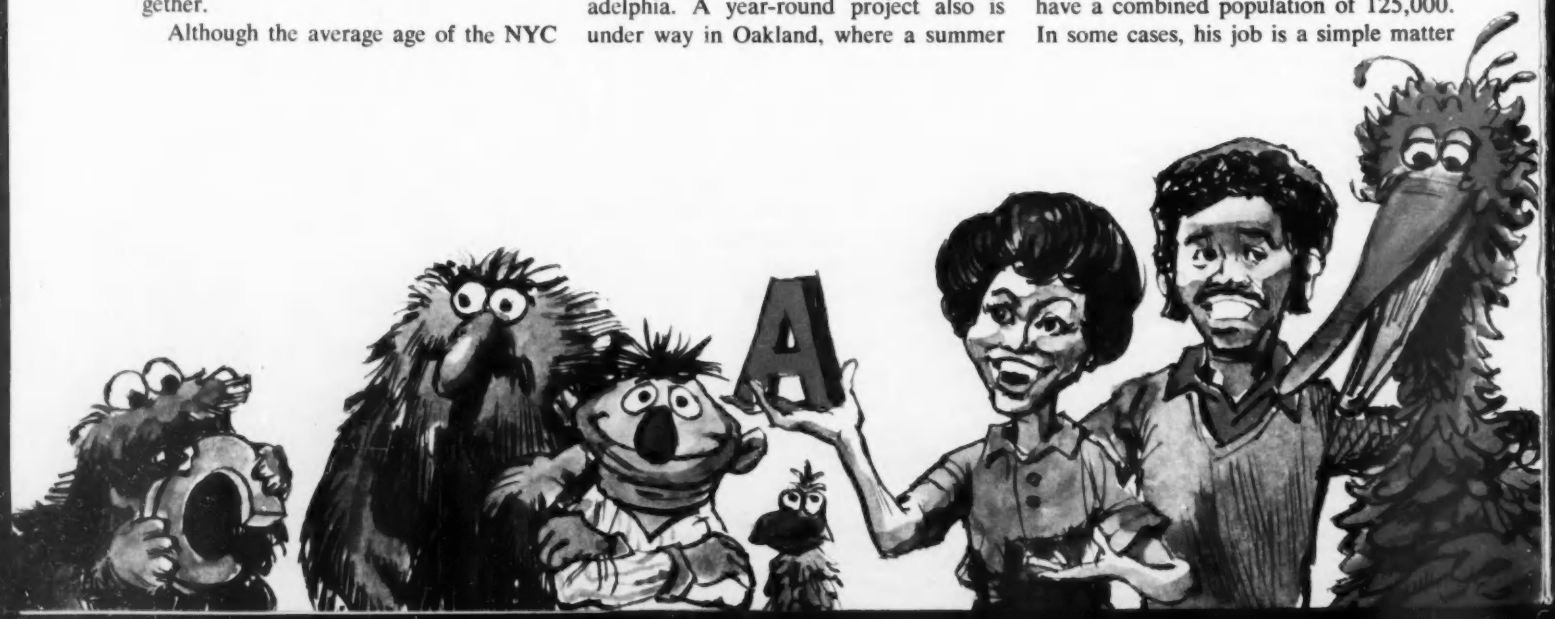
NYC enrollees are already participating in year-round programs that grew out of successful summer projects in Baltimore, Dallas, Jackson, Los Angeles, and Philadelphia. A year-round project also is under way in Oakland, where a summer program was scheduled but never got started. Generally, the projects, which include some of the same teenagers who participated last summer, are on a smaller scale than in the summer simply because not as many NYC jobs are funded during school months.

It is likely that by early 1972 the Sesame Street tutoring effort will extend beyond the continental United States. Evelyn Davis reported that attempts are being made to initiate programs involving several hundred NYC tutors in Puerto Rico and the Virgin Islands.

CTW has moved into the Appalachian region of east Tennessee, West Virginia, and southwestern Virginia to expand viewing of Sesame Street and establish viewing centers. Since fall, a viewing center staffed by volunteer mothers has been in operation in a low income housing complex in Parkersburg, W. Va., and children in at least 25 Head Start centers in the region also see Sesame Street regularly. Paul Elkins, full-time CTW coordinator in the area, hopes to have as many as 25 viewing centers enrolling 10 to 15 children each in operation by spring. Current plans call for these to be staffed by volunteer mothers, although Elkins acknowledges that NYC teenagers might prove to be an additional source of manpower.

Concept Used With Retarded

From his home base in the small town of St. Paul, Va., near the Tennessee border, Elkins covers an area that is largely rural but that includes the cities of Bristol, Kingsport, and Johnson City which are close to each other and have a combined population of 125,000. In some cases, his job is a simple matter



of showing people how to hook up the UHF receivers on their televisions so they can tune in the stations that carry Sesame Street.

He also spends a great deal of time talking with what he calls the "powers that be"—chambers of commerce, Lions, Rotary, women's clubs, and other civic groups—acquainting them with the educational benefits of Sesame Street and encouraging them in turn to inform parents. "We are going into the ridges and hollows and conducting workshops for parents so they can have their own reinforcement sessions with their children," he said.

The concept of teaching with Sesame Street techniques has had at least one spinoff that does not involve young children. As a result of the summer project in Baltimore, the director of volunteer services of the Henryton State Hospital in Randallstown, Md., is using the approach to teach trainable retarded adults.

Although the NYC tutors were the major force in all of the summer projects, several of the programs got help from other quarters. In Dallas, 23 participants in New Careers, a Manpower Administration program aimed at placing the poor in permanent public employment, were assigned as teacher aides in the viewing centers. They coordinated daily activities and filled in when NYC enrollees were ill or for other reasons were unable to teach classes.

The Detroit public school system, which was sponsoring agency for the project in that city, placed 16 college students, employed for the summer as school service assistants, as supervisors in the viewing centers.

Perhaps the most unusual example of participation by non-NYC people occurred in Philadelphia, where 24 ex-servicemen affiliated with a voluntary organization known as Veterans in Public Service provided ongoing training and supervision for the NYC tutors in nine viewing centers. The veterans were mainly black college students majoring in elementary education who gain practical experience working in city schools and neighborhoods.

Rough Spots Recounted

In at least one location the project spurred a great deal of community interest in upgrading education. The residents of Lafayette, La., near New Orleans, donated materials and their services for construction of a building to be used specifically as a year-round viewing center.

As might be expected in an effort of such scope conducted over a brief period, not everything went smoothly in the summer project. CTW coordinators reported difficulties with payroll, absenteeism, and supervision of the programs in their cities. The pay schedule in Detroit was so uncertain that it had a demoralizing effect on the enrollees. Some quit because they felt they could not continue to work without promise of regular pay, and some were forced to quit because they did not have bus fare to get to the viewing centers. However, in New York, where the program was also besieged with payroll problems, some teenagers worked without pay and continued as volunteers after school started in the fall.

In some cities, acquisition of television sets in working order became a real problem. In Chicago, where only four of the 13 viewing centers had obtained sets by the fourth week, the project was saved by the teenage tutors' creativity in devising activities to fill in for the television show.

Despite these difficulties, the project proved an important point: Average to bright teenagers from disadvantaged families can serve as effective preschool teachers for children from the same socioeconomic background. Because of the large number of children involved, there has been no attempt to measure the impact of the project on preschoolers. There is evidence, however, that it had a positive effect on a sizable number of the NYC participants.

Mrs. Davis explained that the project was "designed not only to develop the skills of the teenagers but also to raise their sights. Their participation in a teaching situation should help them gain a fresh viewpoint regarding education."

In a postproject survey of 280 NYC tutors, a majority of those sampled showed increased confidence in their abilities to work with young children and recognized that in many cases they could relate better to the youngsters than could adults. Nearly a third said that the project had changed their feelings toward school.

According to CTW, the project reasserted, "the fact that concerned teenagers can participate in a meaningful way in enhancing the educational environment of preschoolers and, at the same time, greatly increase their own self-awareness."

Perhaps the comments of the teenagers themselves best describe the impact of the program. "Kids think differently," said one tutor, "and therefore you must work with them as individuals."

Another described the principal ingredients for teaching children as care, fun, games—and "love." □

Big Bird in Baltimore

"I used to think teachers had a long way to go, but now that I'm working here, I think it might be fun," said pert 10th-grader Faye Johnson, one of six Neighborhood Youth Corps (NYC) tutors at the Sesame Street summer project at the Harford Avenue Community Action Center in East Baltimore. For Sheila Dixon, Lolita Cooper, and Leonardetta Stewart, the tutoring opportunity reinforced an existing interest in entering the teaching profession. All but one of the six teenagers had previously held summer jobs as office clerks or waitresses, and three had been in the NYC, but all found the tutoring more challenging and interesting than their other work experiences.

The 3- to 5-year-old children in the program were in turn enthusiastic about their young teachers. "The children really relate to the NYC kids who are, after all, from their own neighborhoods," said Joyce Eaton, Children's Television Workshop (CTW) coordinator in Baltimore. "Because the girls are young, they don't seem quite like 'big people' to the children."

In Baltimore, as in the other cities, CTW provided books, magazines, and posters with a Sesame Street theme, as well as crayons, papers, scissors, and toys needed by the centers. Each center re-

Labor Dept. photos by Harrison Allen

Big Bird in Baltimore

continued

ceived a teaching manual written in English and Spanish, which provided lesson guides for the reinforcement sessions. Script synopses were sent to the centers each week, so tutors would know in advance the topics covered on upcoming programs and could plan their lessons and develop their own materials accordingly.

Bernice Waker, director of the Harford Avenue Center, was quick to point out that the NYC tutors also created their own teaching aids to augment the material supplied by CTW. "They're a very creative and industrious group," she said.

Each of the teenagers at the Harford Avenue center devoted about 30 hours a week to the program, preparing their lessons and working with the children. About an hour before noon every weekday the tutors picked up the children at their homes and walked with them to the center. The group watched Sesame Street from noon to 1 p.m. and then assembled for an hour-long reinforcement session. After serving free lunches, the teenagers walked the youngsters back home.

A visit to the center midway through the 8-week program found a group of 14 active preschoolers running about the gaily decorated room which had once been the nave of a church. Big Bird and other Sesame Street characters grinned down from large posters on the walls, which also were adorned with hand-drawn, foot-high letters of the alphabet and numerous examples of juvenile art. At noon the children formed a semicircle around the TV, with their tutors in a row behind them, and attentively watched Sesame Street. Two children who became restless were quietly escorted to another part of the room for their own private play and learn session.

When the program was over, the tutors assembled the youngsters for their class. Taking her cue from Wanda the Witch, a cartoon character who had introduced the children to the letter "W" on Sesame Street, the first tutor held up a hand-drawn poster picturing a large "W" and a dozen words beginning with "W."

"All right now, what is our letter for today?

"That's right, Joseph, it's 'W.'

"Now here are some words beginning

with 'W.' What did we do when we came to the center today?

"That's right, we walked."

Other tutors put the children through their paces in similar exercises on the number 5 and the shape round. For practice in learning parts of the body, one teenager led the group in a rousing rendition of, "If you're happy and you know it clap your hands, if you're happy and you know it stomp your feet." In addition, the class included reading of a story and a cut-and-paste session that involved looking through magazines and Sesame Street booklets for words beginning with "W."

"We try to focus on the basics, such as individual letters and numbers and shapes," explained Joyce Eaton, CTW coordinator in Baltimore. "Many of these children are slow, and you can tell they haven't received preschool training at home. Some of them can recite the alphabet or count to 20, but when asked to identify individual letters or numbers, they're baffled. These are the deficiencies we're trying to correct before they get in school."

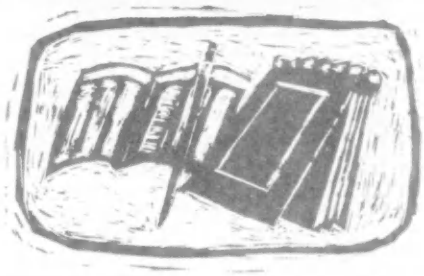
Mrs. Eaton pointed out that while most homes have TV sets, Sesame Street was a new experience for many of the children. "Many of the old TV's don't have UHF, and the public television station that broadcasts Sesame Street is a UHF station. In other cases, they might be able to get UHF but the parents don't realize it. But even if they did see the program at home, the children receive very little, if any, reinforcement activity."

Baltimore parents, however, seemed eager for their children to see Sesame Street, preferably at viewing centers. In some neighborhoods, parents applied pressure on the community schools—public schools that offer afternoon and evening educational services to area residents—to open viewing centers. Parents at one Baltimore center conducted a fund-raising campaign to purchase a UHF convertor for the old television.

Mrs. Eaton found that the problems which did crop up were more often technical than human. Some areas were plagued with poor reception—"even the TV reception is worse in the poor areas of this city"—and outmoded equipment. "In some cases, we had to locate outside antennas or televisions to replace pre-UHF or decrepit models," she said. The equipment problem was partially solved by a campaign among area merchants which produced 10 new televisions in 1 month for the viewing centers.

Finding people for the project was the least of the worries in Baltimore. NYC enrollees were anxious for a "dream job" in the centers. And preschoolers flocked to the centers, often far in excess of the limit of some of the facilities. "I tried to keep it down to about 15 or 20 kids at each center," said Mrs. Eaton, "but we had one center where there were 40 to 50 kids. The director assured me that they all watched the program, but I couldn't believe it was possible until I visited the center and, sure enough, nearly 50 children were clustered around the TV watching intently." □

News & Notes



About 80 rural residents, including recently discharged medical corpsmen, will be trained as physician assistants at the University of North Dakota Medical School. The 1-year project to recruit and train paramedics from four States is being funded for more than $520,000 by the Manpower Administration. After a year's schooling, coupled with training by a "sponsoring" physician, the paramedics will earn an average starting salary of $8,000. The project is designed to meet the health care needs of sparsely settled rural areas with a shortage of trained doctors and nurses.

* * *

Secretary of Labor J.D. Hodgson has raised the goal for placing Vietnam-era veterans in jobs or training. He wants 1,038,000 such placements by June 30, 1972. The original goal for fiscal year 1972 was 862,840.

* * *

The Manpower Administration has made out-of-work aerospace and defense industry engineers, scientists, and technicians anywhere in the Nation eligible for retraining and job-finding services. The Technology Mobilization and Reemployment Program, previously concentrated in 14 target areas, is being extended to all States. The program makes available job-search grants, relocation grants, and institutional training to people made jobless by defense or aerospace cutbacks.

* * *

A Fairchild semiconductor plant located on a Navajo Indian reservation in Shiprock, N.Mex., has received the Employer of the Year award of the President's Committee on Employment of the Handicapped. The facility, which employs almost 400 handicapped workers out of a total of 900, manufactures high quality semiconductor devices. These devices are used in virtually all types of electrical systems, including major space programs of the United States.

* * *

The U.S. Department of Labor has allocated $432,000 to the U.S. Civil Service Commission for a training school in San Antonio to help lower paid Spanish-speaking employees on public payrolls move up the job ladder. Vocational and basic education courses will be given to about 900 local, State, and Federal government employees annually.

Secretary of Labor J.D. Hodgson has announced the appointment of 14 persons to the newly established Federal Advisory Council on Unemployment Insurance. The Council will ultimately have five members each representing employers, employees, and the public. Malcolm R. Lovell, Jr., Assistant Secretary of Labor for Manpower, has been named chairman, and Robert C. Goodwin, Associate Manpower Administrator for Unemployment Insurance, vice chairman. The Council will make recommendations to the Labor Secretary for improvement or changes in the unemployment insurance system, and will meet at least twice a year to review the Federal-State program.

* * *

A "Wall Street Journal" survey shows that this year's college graduates may face "a grim job hunt." Employers still remain cautious about hiring. Campus hiring cutbacks are planned by such large firms as St. Regis Paper, American Telephone & Telegraph, and General Foods. "Yet minority-hiring goals spur some firms to keep their recruiters busy scouring campuses for outstanding blacks and females," the "Journal" reports.

* * *

The academic world discriminates against women, according to a study published in "Science" magazine. Even the best qualified women scientists have trouble getting hired by some of the Nation's most prestigious universities, according to the report. And those who are taken aboard get a much closer personal scrutiny than their male peers. Surprisingly, universities in the supposedly conservative South and Midwest are much less apt to discriminate against women than those in the reputedly more progressive East and West, according to the study. And younger department heads are more apt to discriminate than their older colleagues, the magazine reported.

* * *

The Ford Foundation notes that a decade ago only about 20,000 college students were in cooperative education or work-study programs, under which students devote part of their year to full-time jobs related to their academic studies. Today more than 100,000 are enrolled at 201 colleges and universities and will earn an estimated $220 million this school year.

Words & Figures

Minority Apprentices

The number of registered apprentices in training in all trades combined increased from 159,000 as of January 1, 1963 to 280,000 as of January 1, 1971, a rise of more than 75 percent. This increase indicates that the number of people entering registered programs during the 8 years exceeded the number of apprentices who completed training or whose apprenticeships were cancelled. Cancellations include layoffs, discharges, out-of-State transfers, upgrading within certain trades, and suspensions for military service, as well as voluntary quits.

The construction industry showed the largest increase, 58,000, followed by the metal working trades, 30,000.

Over 710,000 new apprentices were registered and 260,000 completed training and became full-fledged journeymen during the 8-year period. Among these were 382,000 new registrations and 151,000 completions in the construction industry and 153,000 new registrations and 53,000 completions in metal working trades.

Characteristics of registered apprentices based on a survey of those in federally serviced programs show that minority group participation in the construction industry increased from 6.9 percent in 1968 to 10.2 percent in 1971, with increased Negro participation accounting for 2.7 percent of the 3.3 percent rise.

Minority group participation in metal manufacturing increased by 2.6 percent, with increased Negro participation accounting for 2.4 percent of the rise.

Public utilities and transportation led in increased minority group participation with a 6 percent rise; Negroes accounted for 4 percent of this increase.

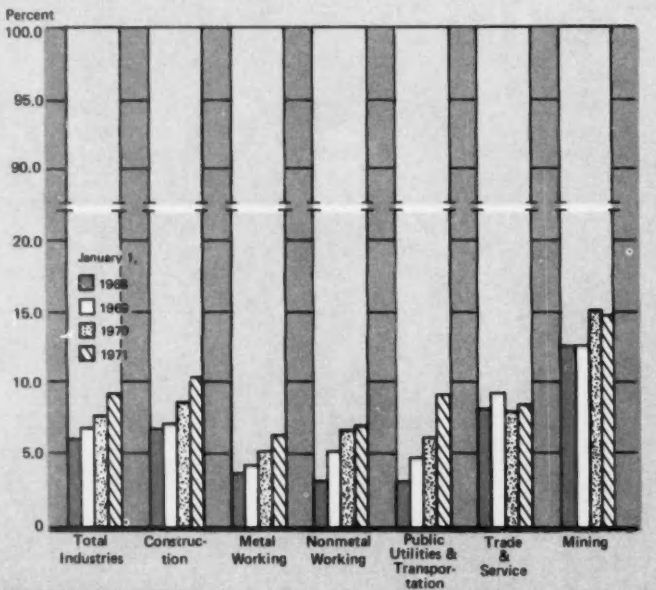
Positive action by the U.S. Department of Labor has been one of the reasons for increased minority participation in apprenticeship. In 1963 the Labor Department began opening Apprenticeship Information Centers to help attract minority youth into apprenticeship programs. The centers provide information on apprenticeship opportunities in the communities in which they operate and support and assist young men and women who wish to become apprentices in skilled trades. Centers now operate in the District of Columbia and 35 industrial cities in 22 States. In the last 5 years almost 6,400 members of minority groups have been accepted into apprenticeship programs through the efforts of these centers.

Another major action was taken by the Labor Department in 1963 to increase minority group participation. The Secretary of Labor signed a regulation requiring nondiscriminatory selection procedures in apprenticeship and training programs seeking Federal registration. This regulation was revised and strengthened in 1971.

The Apprenticeship Outreach Program, pioneered by the Workers Defense League (WDL) of New York City and endorsed by the AFL-CIO's Building and Construction Trades Department, also has been effective in breaking down barriers to minority participation in apprenticeship programs. Many apprenticeship programs require a high school diploma or its equivalent as an entry qualification, a stipulation that tends to bar many minority groups.

Outreach programs operated by the WDL, the Urban League, and the Building and Construction Trades Department have developed programs to recruit minority youth and prepare them to make passing scores on apprenticeship entrance exams. As of June 30, 1971 there were over 27,000 persons in training in apprenticeship outreach programs. High schools also have been called upon to try to interest minority graduates in apprenticeship.

Percent of Minorities in Apprentice Programs by Industry for Jan. 1, 1968-1971



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Words & Figures

Minority Apprentices

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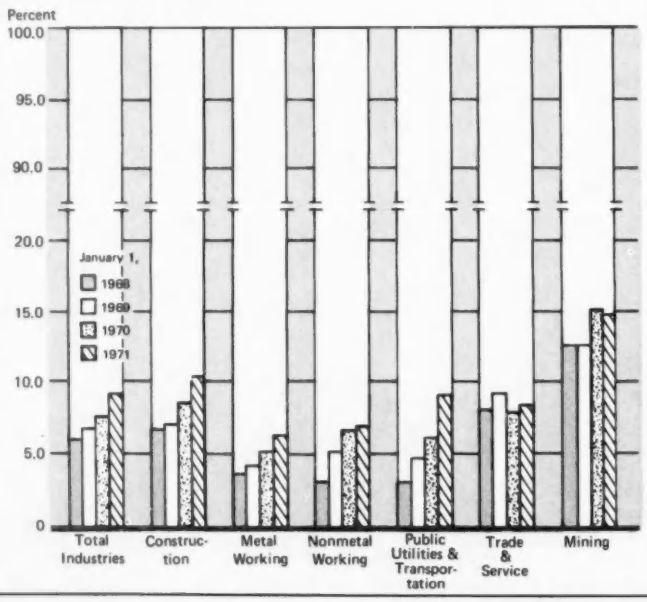

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Strengthening Apprenticeship

Journeymen in the apprenticeable trades have been dubbed "the aristocracy of labor" because of their lengthy training, high pay, and good working conditions.

Now times are changing and so are the materials that go into the products these craftsmen fashion for our use. Even the methods of fashioning them are subject to rapid change. What can be done to assure that the Nation will continue to have a steady supply of competent plumbers, printers, and other expert workmen?

Some possible answers are given in a series of five monographs, *Toward The Ideal Journeyman,* recently published by the U.S. Department of Labor's Manpower Administration. The monographs are based on a two-volume study[1] of apprenticeship by Dr. Alfred S. Drew, professor of industrial education at Purdue University, under contract with the Manpower Administration.

Surveys and interviews were the major sources of information for the 4-year study. Data were obtained from apprentices, journeymen, instructors, employers, union officials, educators, counselors, training coordinators, and high school students. The opinions of employer groups, accrediting agencies, and joint apprenticeship committees were solicited. Trade journals were analyzed and on-the-spot examinations made of outstanding training programs. The Federal Committee on

[1]The full report, *Educational and Training Adjustments in Selected Apprenticeable Trades,* is available in two volumes from the National Technical Information Service, Operations Division, Springfield, Va. 22151, for $3 per volume for a paper copy and 95 cents per volume for microfiche (specify accession numbers PB 190547 and PB 190996). The set of monographs, *Toward the Ideal Journeyman,* is available for $1.30 from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. Please enclose payment with order.

Using a drill press, an apprentice machinist works on laboratory instruments in the shop of a Maryland manufacturing firm.

Apprenticeship and advisory committees for each trade made contributions. About 9,000 questionnaires were filled out and returned to the survey team.

Specific trade areas surveyed were plumbers and pipefitters, machinists and tool and die makers, and selected printing crafts. High school students in four States were quizzed about their attitudes toward apprenticeship and the crafts.

The researchers concluded that what is needed is a comprehensive model for training in apprenticeable trades. This model could be commonly accepted as being the best and most desirable manner of training apprentices as well as helping to supply the skilled manpower needs of the Nation. The researchers outline such an optimum training system, which does not differ greatly from the present apprenticeship system of 4 years or more of work, training, and related education, but does call for better administration and for broader and more intensive training and work experience.

The model covers such important program areas as administration and finance as well as course content and teaching techniques. Total organization is deemed necessary so that certain vital elements, such as adjusting to changing technology and followup training for journeymen, are not neglected.

The first question to be answered in establishing the model was: What is the ideal journeyman? Despite the trend toward specialization and mechanization in the American economy, most of those surveyed for the study believed the objective of apprenticeship should be development of well-rounded journeymen rather than specialists. Overall skill was regarded as the foremost trait a journeyman should have. After this, the traits most desired were the ability to produce high quality work, initiative in moving from one task to another with little supervision and no delay, and ingenuity to see a job through even under difficult circumstances.

To set objectives and provide firm direction, every apprenticeship program needs a policy-making body. These bodies usually take the form of joint apprenticeship committees comprised of labor and management representatives, though good programs also are run by management or labor alone. Whatever shape it takes, this body must be clearly responsible for directing the program, allocating responsibility, and stating objectives. It should also coordinate the training program with guidelines developed by national apprenticeship groups, either government or private.

Working on a correspondence course lesson that is part of his International Typographical Union (ITU) apprenticeship training, Wendell Cooper sets a line of type at the Washington, D.C., print shop where he is employed.

Though this seems a statement of the obvious, the study found that many apprenticeship programs were not administered effectively. Responsibilities were not clearly delineated and people in key administrative slots often lacked training in administration, coordination, and communications. Apprentices were sometimes confused as to who was directly responsible for their training.

The optimum program should have an executive responsible for pulling the whole program together, and carrying out established policy. He needs a professional staff, with clearly delineated responsibilities. This means written job descriptions, staff training, complete recordkeeping and reporting systems, and workflow charting.

A successful training program calls for a sufficient pool of interested applicants from which to select apprentices. One of the factors hampering recruitment has been the sometimes unfavorable image of craftsmen created usually through misinformation. The researchers questioned more than 2,000 students in grades 10 through 12 in 22 public schools in Indiana, Illinois, Wisconsin, and Michigan, and principals and counselors in these schools. Most of the students surveyed underestimated the pay of apprentices and journeymen. The black youth among them generally believed they could not get into apprenticeship at all.

Fifteen percent of the students sampled indicated that they intended to enter a skilled trade after graduation. The increasing attraction of college, the shift of the work force into white-collar jobs, and the higher risk of unemployment faced by craftsmen contribute to the difficulties in recruitment. The low status into which blue-collar work has fallen must also be taken into consideration.

While students underestimated craft pay, apprentices and journeymen surveyed felt that wages and benefits during training were not adequate. Perhaps such complaints would be inevitable under any circumstances, but they do underscore the important fact that if trade training is to be competitive with other jobs or career opportunities open to young persons, the pay of apprentices must be roughly in line with that of other types of endeavor.

Consequently, the monographs urge that a priority project of any apprentice program—along with nondiscriminatory

ITU Training Center instructor Lamar Kilgore (left) shows apprentice Darrell C. Ecker, a student in a course on advanced makeup techniques, how to place copy correctly on the camera copy board.

recruitment and selection—should be development of a public relations and information program that makes the trade more attractive to young persons by pointing up the opportunities that do exist. Ideally there should be a national program. Regional efforts such as trade contests and career days in high schools should also be used.

High school counselors, teachers, and principals should be well supplied with information on particular trade programs to help youth leaning toward a craft career, the monographs point out. PTA's offer an effective forum for the presentation of the apprenticeship story not only to teachers but also to parents, whose attitudes toward trade training have been shown to influence significantly the career choices of their sons. Bringing about closer ties between apprenticeship and school systems can be an important step in fostering improved forms of vocational education.

In sum, the monographs recommend that all organizations involved in apprenticeship should develop and disseminate information about recruitment, selection, and the work and earnings of craft journeymen so that the best candidates—regardless of race, sex, creed, color, national origin, or economic status—will be attracted to apprenticeship. In addition, the pay and benefits of apprentices should be updated periodically, either through collective bargaining or by other action of the program's administrator, to make sure that recruitment and retention of apprentices are not hindered by lack of realistic compensation. Grants, scholarships, subsidies, and other aids to trainees should be available and publicized to supplement the effort.

Standards Have Changed

Selection standards, long a controversial subject, are crucial in insuring that the flow of recruits into apprenticeship reflects a broad spectrum of talents and backgrounds. The relevance and validity of apprentice entry tests to the actual training or work has been criticized. Many of the persons surveyed thought there was plenty of room for improvement.

An observer comparing selection standards at the beginning of the 1960's with those of today could hardly avoid the conclusion that change has been marked. Affirmative recruiting action and special preparatory training to qualify disadvantaged youth to enter apprenticeable trades have had an impact in reducing the rigidity of selection standards. Examples of these are the U.S. Department of Labor's Apprenticeship Information Centers and Apprenticeship Outreach Program, and the so-called "hometown" plans on construction industry employment.

Apprenticeship Information Centers provide all available information on apprenticeship opportunities in the communities in which they operate and give help to young men and women wanting to enter the skilled trades. Apprenticeship Outreach prepares minority group youth to pass written and oral entrance tests through a concentrated tutoring program of up to 10 weeks. The hometown plans usually involve a voluntary commitment worked out by black groups and the construction industry to get more Negroes into construction jobs.

As a result of programs like these, the minority proportion of all new apprentices has risen steadily over the years—from 6 percent in 1967 to nearly 12 percent in 1970. The urgent need still remains, however, for apprenticeship administrators to review continually their selection standards so the base for choosing candidates may be broadened and to make sure of the practical relevance of current standards and admission procedures.

Most apprenticeship training in the crafts studied, both on the job and in the classroom, was carried out by journeymen. Though competent craftsmen, these journeymen seldom had any training as teachers. In one trade, 77 percent of journeyman instructors who responded to the survey said they had no training as instructors. An optimum program should take care to recruit journeymen who really want to teach their trade and are fully qualified to do so, according to the monographs. Incentives, such as higher pay and certification, should be used to draw potential teachers into well-equipped training programs.

In most training programs, "occupational analysis" is used to determine course content and the order in which topics are presented. But there was evidence that the studies on which these analyses were based were outdated. Effective occupational analysis must be based on what workmen in a given trade are currently doing. Anticipated technological change must also be worked into the instruction content. Use of the "work diary"—detailed records by craftsmen of their daily activities—might be a good method of

checking on how current the course content is.

Steps should also be taken to standardize teaching materials, training, and trade language.

The major drawback of on-the-job training is the difficulty of an apprentice's attaining well-rounded experience, because of infrequent job rotation or because production needs are permitted to upset training schedules. In one trade, 4 of 10 apprentices reported that they were hardly ever or never deliberately rotated. Another frequent complaint was that journeymen were so caught up in production that they had little time to devote to apprentices.

These defects stem largely from administrative neglect, the monographs maintain. The well-run training program provides for adequate rotation; experience with the latest equipment, materials, processes, and a variety of tasks; adequate training time within the framework of production needs; progressively greater challenges to apprentices at each level of work experience; and effective means of testing and recording achievements of skills taught on the job.

Classroom instruction generally was regarded as good by apprentices. A major complaint, however, was the lack of correlation in timing and content between what is taught in the classroom and what is learned on the job. In many cases, theory was taught well before or well after the matching skill was performed on the job. Another complaint was that the scope of related instruction exceeded the breadth of training on the job, or, conversely, excluded a substantial amount of theory underlying actual trade activity.

Extra Expenses Incurred

The optimum program should devise scheduling so that theory in the classroom is taught just prior to or concurrently with the need to apply it in the actual work process, according to the monographs. It should also make room for such nontechnical subjects as leadership development, public relations, and work organization. New methods, materials, processes, and equipment must be introduced into the training program as early as practicable. Teaching aids such as films, computerized instruction, and programed learning are also recommended. The use of trade literature should be expanded so that reading such material might become a habit carried over to journeyman life.

Apprentices have many out-of-pocket costs in connection with related instruction. These include transportation, books, and tuition. A fair-share formula should be developed for reimbursing them. A leading gripe of apprentices was that they had to attend classes on their own time.

Continuation training and changing technology together constitute a major problem for craftsmen. Once a man becomes a journeyman, how does he keep up with new methods and new materials?

This question is too often overlooked in many trades. An optimum program should include continuing journeyman training to help the workman stay on top of developments in his field.

Lack of postapprentice training on any consistent basis is characteristic of many trades. The survey shows that in one trade one-third of the journeymen reported they had not attended a trade-related training course in the past 10 years. A larger proportion said they had taken no trade course lasting 10 hours. In another trade, fewer than 30 percent of responding journeymen had participated in any organized training in the 2 years preceding the study.

The workers apparently do not lack motivation. Most journeymen recognize the need for continuation training related to their trade and said they were willing to contribute time and to share the cost, if necessary, to keep up to date.

Journeymen presently learn about new technology through a variety of sources. Listed as the most frequent and valued means were trade journals, discussions with fellow workers, and manufacturers' service bulletins. Other avenues were union reports, attendance at vocational schools, and talks with foremen, supervisors, company engineers, inspectors, and others. But these efforts were mostly hit-or-miss; there were few systematic programs to aid journeymen. In fact, the researchers found no comprehensive system within trade training programs for alerting and preparing apprentices and instructors as well as journeymen to adjust to new equipment, processes, and other changes affecting job requirements. The programs had no mechanisms for responding automatically to these changes.

The researchers recommended that teams of journeymen, employers, technical representatives, and others with a stake in the trades be appointed to determine the content and structure of continuation training. The team should develop and put into practice plans that will stimulate journeyman participation. Such programs must provide for good recordkeeping to facilitate the grant of credit, particularly where licensing or certification might be appropriate. They should feature easy availability, low cost (or none) to the worker, increased pay, and upgrading to higher positions.

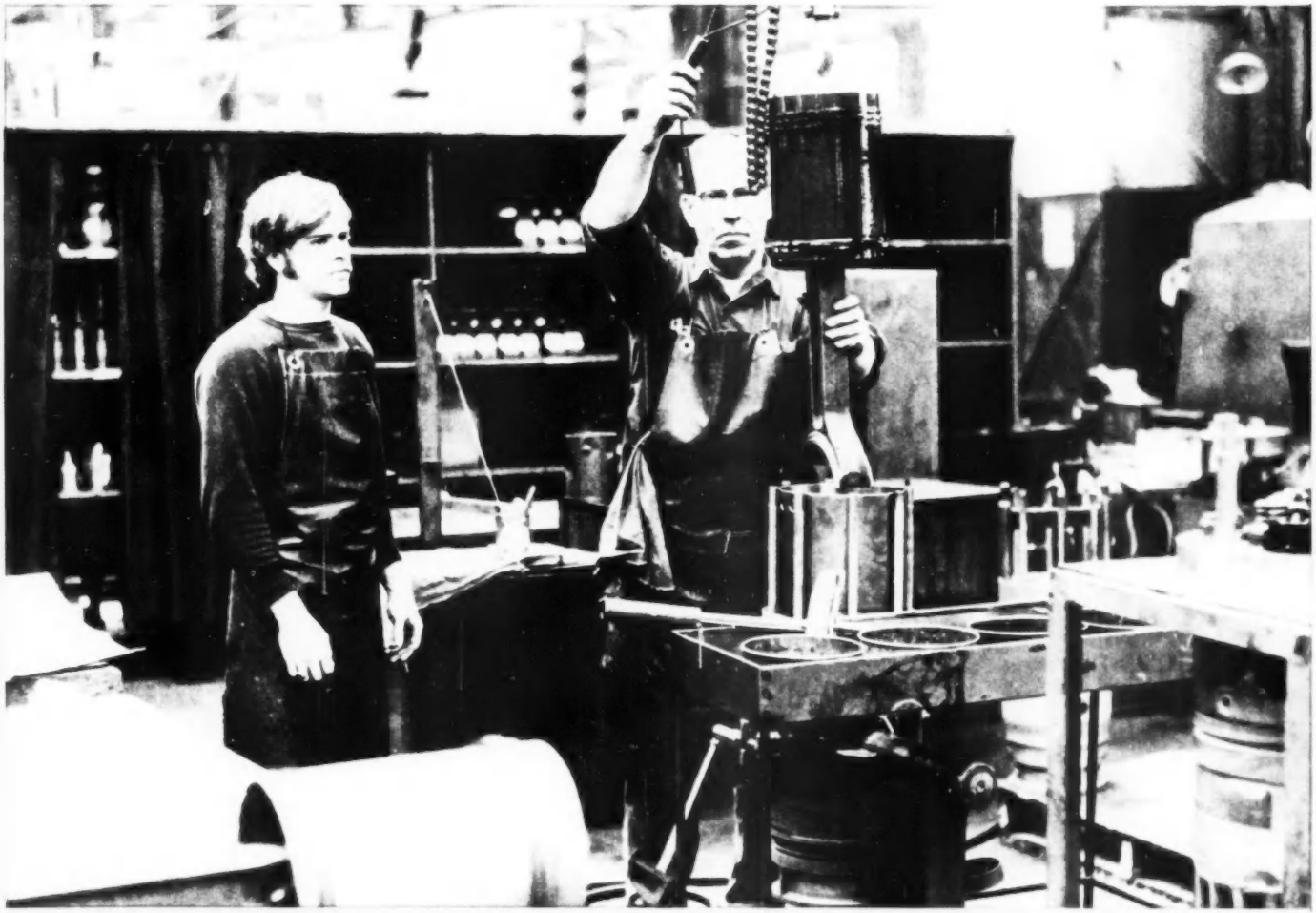
Field Trips Recommended

The survey also made the following points:

- While apprentices are generally given copies of their apprentice agreements, they frequently do not understand them. The agreements should clearly set forth the period of indenture, conditions of employment, requirements for related instruction, a schedule of work processes, and the responsibilities of all parties under the agreement. For maximum efficiency, the duration of apprenticeship should take into account the past training and experience of the apprentice.
- While apprentices and journeymen generally gave training programs high marks, they reported limited opportunities to become acquainted with the latest techniques and equipment. This can be combatted through field trips to acquaint apprentices with innovations and through arrangements to rotate apprentices to locations where the latest equipment is in use.
- Recordkeeping in general was deficient. It was virtually nonexistent for any form of journeyman training. Complete records are important not only to the apprenticeship program generally but are vital to licensing and certification of journeymen. A standard form to maintain training records is essential, so that uniform methods of according and transferring credit can be worked out.
- There is no "best way" of financing apprenticeship. Whether funds come from labor or management or both or from the public treasury, what is necessary to success is an adequate and continuing supply of money. All parties to a program must be willing to contribute a fair share. □

Earl A. Spencer, an apprentice from Youngstown, Ohio, gets some pointers on reading schematics and tracing circuitry of an Elektron, a highly sophisticated electro-mechanical typesetting machine, from Claire Brewer, an instructor at the International Typographical Union (ITU) Training Center in Colorado Springs, Colo. Good apprenticeship programs must keep pace with current and projected technological developments in the trade.

Machinist apprentice Monty Wellington watches journeyman R. A. West put together the power assembly for a Diesel locomotive.



An apprentice plumber uses oxacetylene welding equipment to seal the seam where two pipes fit together.

Let's Cure Job Unreadin

by Malcolm R. Lovell, Jr.

An enormous toll of wasted time, energy, and money is being paid by every American as the result of failure to organize our system of public education so it adequately serves those not going to college.

For years we have talked about the importance of vocational education and of building up the capacity of vocational education to deliver job-ready graduates. But all that talk will amount to little more than a well-articulated shout into the wind unless school systems reallocate funds in a meaningful way and unless both subject matter and teaching methods are revised to meet the realities and demands of the times. And the urgency and importance of this problem make it clear that the time for such action is now.

A significant portion of institutional manpower programs are, in effect, clinics and hospitals for a system of education that does not meet the needs of the youth of this country. Such manpower programs are engaged in educational remedial medicine for the 1.5 million high school students who are, to use the vivid phrase of U.S. Commissioner of Education Sidney Marland, "being offered what amounts to irrelevant, general educational pap!"

For those who drop out, get pushed out, and fall out of this system, manpower programs are providing therapy in the form of counseling, training, and other services.

We are not doing this because we seek to create a dual education system.

We are not extending aid to young people because we hope to develop a de facto system of "educational tracks" with one track in school for the middle-class white student and another track outside school for the poor minority student.

We are not hoping to divert Federal support from vocational education to manpower training programs. For just as preventive medicine is sounder economically and more humane than remedial medicine, so too is preventive education more sound economically than remedial education.

It should be stressed, however, that the answer to underfunded preventive vocational education is not to reduce the financing of remedial or manpower efforts but rather to increase the former. Indeed, there can be no decrease in remedial programs until preventive programs are more effectively organized and supported.

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Commissioner Marland, with the cooperation of many State school officers and others in the vocational education field, is developing educational models to fill a new concept—career education. Career education seeks to expose all students to the world of work and to provide them with a flexible educational environment in which they can learn specific vocational skills. It also seeks to capitalize on a student's vocational interests to motivate him to broaden his educational goals and to make postsecondary education accessible to all students.

In such a system the purposeless "general curriculum" would disappear and school attendance could be interrupted for other career development activities and resumed potentially over the whole life of each individual. Until the concept of career education is a reality, however, we must continue to improve the capacity of a more narrowly defined vocational education to meet the job training needs of our young people.

Certainly, there is new hope for more effective preventive educational support in the 1968 Amendments to the Vocational Education Act and in the major improvements in the U.S. Office of Education's support of vocational education. Of equal certainty is the fact that until the inflow of the unemployed and of the educationally disadvantaged decreases, the Manpower Administration must continue to seek ways of increasing the outflow into productive jobs.

How can we best combine the efforts of vocational educators to prevent the disease of job unreadiness with the efforts of manpower programs to cure it?

One way is through a basic realignment of the Government's total effort, a realignment designed to remove artificial barriers, reduce unnecessary friction, and redirect our funds and energies into more creative channels. To bring this about, President Nixon has proposed creation of

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Mr. Lovell is Assistant Secretary of Labor for Manpower. This article is taken from his recent speech to the American Vocational Association.

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a Department of Human Resources which would contain a Human Development Administration combining existing education, manpower, and social services programs that are now dispersed among the Departments of Labor; Agriculture; Health, Education, and Welfare; and the Office of Economic Opportunity.

Another way is through the development of higher standards by vocational educators themselves. At present, school boards and curriculum committees have no central place to which they can look for help in devising course content, in discovering alternative methods, in determining reasonable levels of achievement. No one wants some central body dictating to vocational educators but there is, nevertheless, a need for a source of guidelines and relevant alternatives.

If our systems of public education are to fulfill their potential as the primary agencies for trade and industrial education, vocational educators must not be satisfied with anything but standards and curricula of the highest order. Tough, hard questions must be asked concerning what should be taught and what levels of performance should be expected. The same kind of hard questions about how young people can be prepared to compete and produce in a labor market characterized by rapid technological change also must be asked of those who plan and administer manpower programs.

For we are determined to make manpower programs as effective as possible by fostering greater support of vocational education. In this regard, there are some worthy recommendations in the report, *Teamwork Toward Tomorrow,* prepared by the Subcommittee on Vocational Education of the Construction Industry Collective Bargaining Commission. This report emphasizes the stake industry has in improving vocational education as well as the ways in which labor, management, and educators can work cooperatively to achieve the goal.

The report also points directly to a particularly sensitive area in our society today—the feeling that pride in "craftmanship" is declining. While the cause of such a decline contains many variables,

Yesterday's rocket-circuitry electronics specialist, as highly prized as a marksman on the old frontier, is today's unemployment statistic as he undergoes retraining for a new career in one of our manpower programs.

certainly, as the report indicates, ". . . the low priority of vocational education in some school systems . . . contributes to the low esteem accorded skilled construction occupations by some members of the community. Strengthening vocational education for construction trades could go a long way to help solve the problem."

How can such strengthening be accomplished? The report suggests a number of ways:

- Increasing opportunities for young people to familiarize themselves with careers in the construction industry before the ninth grade, thus encouraging the motivated to enter the industry and dissuading those who are not. A program developed in concert with construction labor and management is already available for this purpose.
- Granting credit in apprenticeship training for vocational education courses and programs.
- Organizing cooperative or work-study programs.
- Supporting vocational youth organizations designed to stimulate student interest and attitudes.

There is another problem that is of concern to all who feel the need for more vigorous leadership in this field. By definition, a vocation is something fixed—a trade, an occupation, a skill. Yet we live in a world where time has "collapsed." Yesterday's rocket-circuitry electronics specialist, as highly prized as a marksman on the old frontier, is today's unemployment statistic as he undergoes retraining for a new career in one of our manpower programs. The time from germination of an idea to the creation of a consumer product, to displacement by another product, has been compressed into years instead of decades.

Students—and the wisest of their teachers—seek after relevance at a time when relevance is as easy to seize as the Holy Grail. The Manpower Administration can help vocational educators meet this challenge by providing three kinds of information: Data about how specific vocational courses are meeting the requirements of the actual job, suggestions based

on our research concerning course content, and projections about vocational trends and needs.

A good example of this cooperation is a research project being sponsored by the Manpower Administration in cooperation with State agencies and the U.S. Department of Health, Education, and Welfare. The project, which strongly suggests a way by which manpower research can be used to support vocational education curriculum planning and content development, is being conducted by the Battelle Memorial Institute in three pilot communities in Michigan—Grand Rapids, Mt. Pleasant, and Detroit—and covers 10 selected occupations considered to be associated with economic growth.

The two principal aims of the study are to determine the relevance of curriculum-produced skills against employer-required skills, particularly for jobs exhibiting changing skill requirements; and to improve the mechanism by which changes are detected and translated into school curricula. While the final report of this research project has yet to be submitted, certain facts already have emerged.

For example, one surprising conclusion was that the bookkeeping course, a reasonably popular course and one that would seem to offer a certain degree of relevance, was of almost no value in placing students. A course in numerical-control machine-tool operation, which appeared to be an attractive offering, had practically no potential for development or pupil placement.

Further, and in a more positive vein, the State employment service, working closely with the Detroit Dental Society, found that the content of a dental-assistant course being offered by the Detroit school system was organized in a manner that gave the graduates little real chance of obtaining a dental-assistant job. As a result of the study, curriculum changes were suggested and Detoit proposed that the State Board of Vocational Education finance a demonstration course that would be relevant, effective, and offer a clear bridge to jobs as dental assistants, particularly for young women in inner-city Detroit.

Hence, we see that manpower research

> ... behind each trade lies a body of thought as stimulating, as exciting, and as important as the body of thought supporting the controversies and celebrations of the humanities.

can act as a force for change and enable employment security agencies to work closely with State and city educational authorities to sharpen curricula and improve content.

Another useful tool in resolving the problem of relevancy might be fashioned by adapting a technique that has proven highly effective in the humanities. In some schools the difficult art of thinking is taught through exposure to the Great Books of the past in which a student can find thought and thought processes of the highest order related to concrete problems. It might be possible to relate this concept to the problem of introducing young people to a rapidly changing world of work.

Where the humanists teach how a thought is constructed, vocational educators can teach how everything is constructed by concentrating on methods, materials, and measurements. Where the humanists stress the history of ideas, vocational educators might seek to convey the idea of processes—how a trade or skill emerges to meet a need. For behind each trade lies a body of thought as stimulating, as exciting, and as important as the body of thought supporting the controversies and celebrations of the humanities. To unearth, to awaken, and to teach that body of thought is a challenge of basic dimension to vocational education.

Yet another goal worth striving for is that of seeking some means to quickly and accurately translate the needs of job skills into school curricula, some kind of vocational Rosetta stone to assure that the language of skills being used in the market place is the same as the language of skills being nurtured in the classroom.

These are but a few of the ways in which vocational educators and manpower professionals can work together to meet their joint responsibility for ending a tragic waste of human resources — a waste reckoned in millions upon millions of hours lost from young lives floundering and thrashing around, in the silent erosion of attitudes toward work, and in the costly postponement of adulthood that underlies so much discontent today. □

IDENTIFYING POTENTIAL DROPOUTS

Studies Find Background Data Indicate Who Will Last in Jobs or Training

An employment service placement interviewer fills out a job referral slip for an applicant. If she gets the job, how long will she keep it? A recent study indicates that careful scrutiny of certain biographical information can provide the basis for a pretty good prediction.

Two young blacks have come to the State employment service in search of work. Read their case histories carefully:

The first, Jacob Johnson, finished high school and his parents were quite happy with his grades. He had found his last job through the employment service, and on his new job is modest enough to expect no raise in pay his first year. He would be satisfied with $95 a week take-home pay, and while preferring not to work overtime, would if he had to. He cannot drive and would probably read on the bus to work. He reads a lot, perhaps a dozen books or more a year, and at home he takes care of a pet dog.

The second applicant, Louis Smith, reads poorly. He began thinking of dropping out of high school in the 11th grade and did so shortly thereafter. His parents did not much care about his grades in school. Possibly because he has never worked before, he thinks he should get at least two raises the first year and considers anything lower than $125 a week inadequate take-home pay. He values his free hours and would refuse to work overtime. He has his own car, has been zooming it around town since he was 16, does nothing around the house but wash his car, and has not read a book in more than a year.

The employment service finds jobs for both young men. Which one will last longer on the job?:

☐ Jacob Johnson.
☐ Louis Smith.

Here are two more cases histories:

Two white girls have just joined Job Corps and have arrived at the center. One, Julie Jones, plans to write home faithfully almost every day and to send most of her pay to her family. Her roommate at Job Corps, Lois Williams, plans to write home seldom, if at all, and to keep her money in her own pocket. Who will be more successful in Job Corps?

☐ Julie Jones.
☐ Lois Williams.

Jacob Johnson and Julie Jones, contrary to most expectations, are bad selections, based on the above characteristics alone. The chances are much greater that Jacob and Julie will not last 90 days and that Louis and Lois will.

The inferences are based on two studies made for the Manpower Administration recently. Both were done by Richardson, Bellows, Henry & Co., Inc. (RBH), a management consulting and research firm with offices in Washington, Houston, and New York. One is called *A Report on a Method for Identifying Potential Job Corps Dropouts*. The other is *A Study of the Feasibility of Predicting Job Tenure Among Employment Service Applicants Through the Use of Biographical Information*.

The case histories, of course, are not true. They are merely profiles drawn from the findings of the two surveys. Although RBH would prefer not to interpret its findings in this manner, it seems safe to say that the mythical Julie Jones is still emotionally involved with home. Lois Williams, on the other hand, seems ready to stand on her own two feet. She is much more likely to stick it out and graduate.

Louis Smith, whatever his apparent shortcomings, seems more outgoing, self-confident, and decisive than Jacob Johnson. He is much more likely to stay on the job. And Jacob, with a better education, is more apt to be offered a better job elsewhere.

The major objective of the Job Corps study was to develop a "biographical information blank"—a questionnaire—that could be given to newly arrived enrollees to determine the probability of their staying in the Corps for 90 days. This would enable Job Corps to identify future dropouts early.

The study was carried out at 20 centers in 15 States, and included three men's centers, seven women's and 10 conservation (all male) centers. Interviews with

Job Corps officials at the national, regional, and local levels enabled RBH to develop the initial questionnaire. The firm also reviewed research reports and studies about the Job Corps.

Because so many Corpsmen read badly, the questions were kept simple. The questionnaire was pretested at the Job Corps centers in San Marcos, Tex., and Mammoth Cave, Ky., in the fall of 1969 and led to many refinements. A check indicated it could be administered orally to poor readers and nonreaders. A total of 151 items covering every part of a Corpsman's background, from schooling to parentage, was on the final test questionnaire.

Over 2,500 Questioned

By a complicated technique which analyzed all answers to questions, a score of 0-2 points was assigned to each answer on which stayers had answered significantly different from leavers. The higher an individual's total score, the more likely he was to stay in Job Corps for 90 days. Various weights were also given to nonanswers. Many of the questions carried no point score; they were designed for future research or to identify the men and women by race, color, and other factors.

Data collection was done from October 1969 through February 1970. Youngsters filled out the questionnaire within the first day or two of arriving at the job Corps centers. Over 2,500 enrollees took part—969 from men's urban centers, 869 from women's centers, and 707 from conservation centers.

The study covered Spanish-speaking, black, and white men and women trainees. Not included were Orientals, Eskimos, and Indians. The results at each of the three types of centers were analyzed for each group — blacks, whites, and Spanish-speaking.

In each case the technique worked—the higher the score, the longer the enrollee lasted in Job Corps. Among black enrollees in men's urban centers, for example, only 9.1 percent of those with scores in the lowest range lasted 90 days, while the comparable figure for those with scores in the highest range was 88.9 percent. For black enrollees at conservation centers, only 25.9 percent with low range scores remained 90 days; none of those scoring in the highest range dropped out.

Among the discoveries turned up by the study was that dropouts typically found the Job Corps center different from what they expected. Their emotional ties to home and the community were stronger than those staying. They were more inclined to feel homesick, scared, and lost. Support from their families on their decision to enter the Corps was low. They had a low willingness to comply with the regimen and rules of the center, and when asked why they joined, their reasons were of the "undefined or avoidance" variety; they seldom spoke of self-improvement.

Those who stayed longer expected to stay longer. White Corpswomen, for example, who remained at least 90 days typically said they expected to stay 6 months or more. Usually these young women had played a team sport before, said they would rather meet someone who is not from their hometown, liked being with a lot of people, and made friends easily. They came to the Corps to get a better education and to learn a skill.

As many questions as possible were framed so they could be answered "yes" or "no" or "I don't know." Those which required more were structured so as to cover every possibility. Here are a couple of typical questions from the men's survey:

When you leave here, do you plan to go back home to stay?

1. ☐ Yes
2. ☐ No
3. ☐ I don't know.

Why did you come to Job Corps? (Mark answers that are true for you.)

1. ☐ I came here to get away from home.
2. ☐ I came here to get a better education.
3. ☐ I came here to stay out of the Army.
4. ☐ I came here to learn a skill.
5. ☐ I came here because I have a good friend here.
6. ☐ I came here because my parole officer told me to come.
7. ☐ I came here because my probation officer told me to come.
8. ☐ I came here because someone in my family told me to come.
9. ☐ I came here because someone else told me to come.

More of the Corpsmen who answered "no" to the first question and checked off item No. 2 to the second lasted 90 days than those who chose any other answers.

These two "correct" answers were given weights of two points each; the score was zero for all other answers.

Based on the test run, the questionnaires have now been streamlined to eliminate unnecessary items. The original list of 151 questions has been reduced to 89 for the men's survey, and of these only 63 will count in the scoring. The rest are for identification and future research purposes. The women's survey has been reduced to 57 items, of which only 46 are keyed for scoring.

The employment service survey turned up usable data on 477 black disadvantaged men and 225 black disadvantaged women in three cities—Baltimore, Louisville, and Washington. The people selected had received no previous manpower training or counseling services and were placed in a variety of manufactur-

Which of these Job Corps participants are potential dropouts? The answer isn't in their faces, but it might be in their responses to a series of meticulously selected questions on their backgrounds, their reasons for joining the Job Corps, and what they expect to get out of it.

ing and service occupations at pay ranging up to $3.49 an hour.

The survey was designed to test the feasibility of using biographical information to predict which clients would last 3 months and 6 months on the job. But since nearly 90 percent of those who quit did so before the end of 3 months, the study focused on the 3-month period.

The experimental questionnaire was constructed to reveal the following information about employment service applicants: Home and family situation, high school experience, work history, present responsibilities, work preferences, adaptation to environment, life goals, self-image, and organization of time. An attempt was made to write each item in the fourth to sixth grade reading range. After a tryout at the Concentrated Employment Program and employment service offices in Washington, D.C., the questionnaire was reviewed by RBH and the U.S. Training and Employment Service Advisory Committee on Testing. A final test of 110 questions was hammered out.

Employment service interviewers administered the questionnaire in late 1969 as part of their regular interview process. In Louisville, candidates for the Jobs Opportunities in the Business Sector (JOBS) Program were also interviewed.

Slightly more than half the men were 21 to 38 years old, and most of the rest were under 21. Most had not completed high school. A small minority owned cars. A majority had been arrested, had no military service, and were not married. But more than half were supporting someone other than themselves. A substantial majority said they needed salaries of more than $110 per week though less than a fifth had earned more than $100 on their last previous jobs.

Women followed generally the same pattern, except that none had served in the military and few had been arrested. Also their pay expectations were lower. The overwhelming majority had earned $65 or less on their previous jobs and nearly all said they needed $80 or more on their next jobs.

Information was gathered from participating employers 3 and 6 months after the hiring date. Data collected included date hired, job title, starting salary, and performance evaluations. The employers also told why those who quit left, when, and how much they were earning.

Once again, the questionnaires were scored by assigning points to key questions and by giving the client scores of 0 to 2 on each answer which showed a difference between stayers and leavers. The result was the development of a response pattern that applied across the board. The higher the score, the more apt the applicant was to stay on the job at least 90 days.

One of the surprises of the survey was the remarkable similarity between those who quit their jobs and those who were fired. For the men, there was virtually no difference except for one item—those who were fired were more likely to own a car than those who left their jobs voluntarily.

The male sample showed that of those who scored in the lowest range, only 13 percent stuck it out for 3 months. This rose to 36 percent for those who scored in the middle range and 66 percent for those who scored in the top range.

Women showed more variation than men but by weighting a different set of questions, a clear distinction could be made between dropouts and those who stayed. At the end of 3 months, of women who scored lowest, only 37 percent were still on the job compared with 78 percent of those who scored highest.

Many Results Predictable

Another factor, of course, in the dropout rate was the type of job in which the applicant was placed and the pay range. But people who scored high on the questionnaire—regardless of type of job and pay—had a lower dropout rate than those classified as having the best jobs.

All the applicants were divided into four categories: Poorer job-poorer salary, poorer job-better salary, better job-poorer salary, and better job-better salary. At the end of 3 months only 47 percent of the males and 69 percent of the women in the better job-better salary category were still working compared with 66 percent of the men and 78 percent of the women who scored highest on the test and who were working in the full range of jobs from poorest to best.

Although the patterns held true for men and women after 6 months, the study advises against using a 6-month system. The overwhelming majority of dropouts had left by the end of 3 months, and measuring those who dropped out in 6 months would mean doubling the work to find out about only a fraction of the dropouts. "Use of a 3-month system would provide maximum efficiency," according to the report.

Despite the experience of the mythical Jacob Johnson and Louis Smith, many of the results were quite predictable. A married man, for example, was more likely to stay on the job than an unmarried man, particularly if he lived with his wife and she stayed home to care for the children. And men with six or more children were more likely to stick than those with two.

"The biographical information blank has no right or wrong answers in the usual sense," according to the RBH final report. "Since it has no time limit and does not require a test administrator's presence, it is less threatening. In addition, cheating is not an operating problem."

The final report on the employment service study notes the high dropout rate uncovered in both studies. In Job Corps, 65 percent of the white enrollees studied and 35 percent of the blacks and Spanish-speaking had terminated by the end of 90 days. Of the employment service placements, 65 percent of the males and 56 percent of the women quit their jobs in 3 months.

"It is clear from the retention data . . . that a more sophisticated applicant classification and placement system is necessary," the report concludes.

The implication of the Job Corps study is that since potential dropouts can now be identified with some precision, the next step is to devise intervention methods to reduce dropouts. This is only partially true for the employment service study since it tested only blacks. Further tests of other minorities and whites are needed. The Manpower Administration is considering moving ahead with such a project.

Job Corps has already made a move in this direction. The Corps plans to set up a nine-center project in which the questionnaire will be used in combination with certain intervention techniques to be worked out by Job Corps local and national staffers with the aid of an outside consulting firm. The goal is to discover which combinations of techniques will be most effective in preventing dropouts and then to develop a system that can be used nationally by Job Corps. □

Publications

Following is a selected list of reports on research and demonstration projects funded by the Manpower Administration, U.S. Department of Labor. Copies of reports designated as NTIS are available from the National Technical Information Services, Springfield, Va. 22151 for $3.00 for a paper copy or 95 cents for microfiche. Send remittance with order and specify accession number (PB plus six-digit number). For reports not designated NTIS, single copies are available from the Office of Research and Development Utilization, U.S. Department of Labor, 1111 20th St. NW., Washington, D.C. 20036. Special arrangements may be made for bulk orders.

Demonstration of Manpower Development Centers in North Carolina Communities

Narrative account (Vol. 1) and statistical appendix (Vol. 2) of a project which tested effectiveness of a prevocational training package through operation of two manpower development centers, one rural and one urban, in North Carolina over 1-year period. Can be used as "how to" manual for planning and administering prevocational training program directly leading into entry-level employment. NTIS (Vol. 1 PB 201161; Vol. 2 PB 201162).

Emergency Action Plan for Public Service Employment

Report contains number of guidelines and suggestions for various methods to be followed by an employing agency in meeting program goals in initial hiring phase of the Public Employment Program under the Emergency Employment Act. Issues described are: (1) Determining number and kinds of public service positions needed; (2) Determining extent and characteristics of unemployed population; (3) Getting unemployed and underemployed persons on public service rolls; (4) Placing newly hired transitional public service employees within governmental organization. NTIS (PB 202818).

Placement and After: A Manual for Coaches and Other Employment Workers

Manual of techniques for employment workers based on analysis of critical incidents collected from job coaches in JOBS-NOW project. Each chapter covers a general problem area, the objectives of the employment worker's activities in relation to the problem, strategies used, and agency resources and structures required for effective use of strategies. NTIS (PB 203592).

A Study of the Work Orientations of Welfare Recipients Participating in the Work Incentive Program

Report of study of work orientations of trainees in the Work Incentive (WIN) Program. Through use of a previously validated questionnaire, more than 1,400 WIN trainees and over 1,000 nonpoor blacks and whites were interviewed between February 1969 and September 1971. The study showed that (1) WIN trainees are as committed to work ethic as middle-class persons; (2) WIN trainees differed markedly from nonpoor persons in only one aspect of attitude toward work: When they cannot earn enough money to support their families, trainees found welfare more acceptable than did nonpoor persons. NTIS (PB 202812).

An Economic Analysis of the Demand for State and Local Government Employees

Study investigated relationships between increasing salaries of State and local government employees, amount of full-time State and local government jobs, and hiring standards or "quality levels" for workers demanded in public sector. Study concluded that although there is evidence that State and local government decisionmakers respond to market forces in determining employment levels, these market forces do not appear strong enough to prevent public employees from obtaining substantial wage increases in the future. Also showed that increased wages may also raise agency minimum hiring standards but may lower actual employment levels. NTIS (PB 202894).

Factors Associated With Employment Among Welfare Mothers

Seventy-five women, current or recent welfare recipients in Richmond, Calif., were interviewed in depth in attempt to uncover patterns causally related to unemployment and financial dependence which make self-support through employment almost an impossibility for welfare mothers. NTIS (PB 201109).

Exploring Means of Overcoming the Problems of Transition From Training to Work

Study of training program enrollees in Philadelphia and factors associated with training-to-work process. Enrollees in training programs who perceive benefits of working over being on welfare, and who have good understanding of barriers they may encounter in finding successful employment even after completing training, have an easier time than others in making transition from training to work. NTIS (PB 203727).

Alien Workers: A Study of the Labor Certification Program

Demographic study examined U.S. immigration policy as administered by labor certification program of Department of Labor. Study found that labor certification program (1) governs admission of only 1/13 of alien workers who arrive annually in U.S.; (2) usually produces workers at least a year after their need has been established; (3) often raises immigrant workers' wages and prevents depression of micro labor markets; (4) processed during 1969-71 average of 51,000 new immigrant workers per year, mostly professionals and service workers. NTIS (PB 202827).

A National Study of Assisting Manpower in Optometry

Study of possible job opportunities for disadvantaged in health occupations which investigated extent to which ancillary optometric personnel are being employed, duties performed by these personnel, education and training of these persons, and projected need for ancillary optometric personnel. NTIS (PB 202813).

A Study of the Relationship of Overindebtedness and Garnishment to Employability Among Milwaukee WIN Families

Study to determine whether removal of overindebtedness and threat of garnishment would (1) stimulate Work Incentive (WIN) Program trainees to complete the program; (2) encourage employers to hire WIN enrollees with past records of garnishment; (3) eliminate job-hopping to avoid garnishment; and (4) reduce number of discharges of WIN-trained employees for reasons of garnishment. Study concluded that financial counseling and low-interest loans to consolidate back debts and remove threat of garnishment are a positive factor in movement of people from welfare to stable employment.

Coaching in a Manpower Project: Based on the Experiences of the JOBS-NOW Project

Report on third and final year of JOBS-NOW project conducted by YMCA of metropolitan Chicago. Describes experiences of JOBS-NOW in working with disadvantaged youth and in providing strong personal support during job-hunting and work adjustment. NTIS (PB 204301).

National Pilot Program on Household Employment: Final Report of the Experimental and Demonstration Projects

Final report of National Committee on Household Employment reviews National Pilot Program for Household Employment which consists of eight experimental and demonstration projects located in seven urban areas and one rural area. Describes development of a national effort to work for solutions to household services employment problem, and to upgrade household services occupation. NTIS (PB 203790).

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Neighborhood Youth Corps teenagers are demonstrating that on Sesame Street learning runs in both directions. Using techniques from the popular television show, they are tutoring preschool youngsters from poor areas and at the same time finding out a lot about themselves and the complex process called education. For more on a summer project that is blossoming into a year-round effort turn to page 13.